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ABSTRACT

This study is a technical-behavioral analysis of an accountability system--the educational review program. The purpose of the study was to develop a model that school systems can use in implementing accountability systems. The project explored the idea that when formal management systems are introduced into schools, they ignore individual reactions and thus elicit resistance. Questionnaires were distributed to the superintendent, administrative staff, and about 300 teachers. The study emphasizes the necessity for an organization to anticipate and act on the inevitable changes in its internal and external environment. (Author/ID)

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APPENDIX B

ACCOUNTABILITY AND THE NEW WESTFIELD PUBLIC SCHOOL SYSTEM

A Technical-Behavioral Analysis

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I. GENETIC DATA

A. Identifying Information:

The New Westfield School District, established in 1855, is located approximately thirty miles from New Book City in New Westfield, New Marion. New Westfield encompasses an area of 5.6 square miles and has a population of 42,000 of which approximately one-quarter are black. There is a growing number of Spanish-speaking citizens, largely Puerto Rican. According to the Chamber of Commerce, there are over one hundred industrial concerns, employing about thirteen thousand people, with an annual payroll in excess of $50,000,000. Included in these are the headquarters of Collins and Collins, as well as Coldon, Williams Cable, and Auto-Clean plants. Central University provides an intellectual and employment center for the entire area.

The school district's catchment area includes the city of New Westfield and Milville, a suburb with which New Westfield has a sending-receiving contract. As of December, 1974, the school system included approximately 5,450 students and 430 staff members. The district maintains fourteen educational centers including: a High School with approximately twelve hundred students and a staff of one hundred, a Junior High School with approximately seven hundred students and a staff of fifty, and an Intermediate School with approximately seven hundred fifty students and a staff of fifty. There is an alternative high school with approximately sixty students and a staff of six and a Demonstration Day Care Center with approximately sixty students and a staff of five. There is also a Family Learning Center for pregnant teenagers with approximately twenty-five students and five staff members.

The student population is approximately 60% black, 23% white, and 17% Hispanic. Attendance data supplied from the elementary schools indicate that 42% of the elementary students come from low income families. There are wide discrepancies in the distribution of low income students among the eight elementary schools. In Kent Longburg and August 71% of the student bodies are "low income" while Dolphin and Belleville have 13% and 39%, respectively.

Of the fourteen building principals in the New Westfield School System, nine are white and five are black. There are ten black administrators, who constitute about 20% of the total administration, and one Hispanic administrator. The superintendent is black. Of the 372 teachers in the New Westfield public schools for the 1974-1975 school year, 75% were white, 19% were black, and 5% were Hispanic.

The central office staff includes the superintendent and his staff, an assistant superintendent for business and operations and his staff, and an assistant superintendent for personnel. There are nine districtwide departments for instructional services: elementary, secondary, career, adult education, health and physical education, Title I, art, music, and bilingual programs. Support services are organized into four departments: media, pupil personnel, food, and security. The administrative staff is rounded out by nine districtwide department chairmen, each overseeing their respective disciplines at the secondary level.

In 1974-1975 New Westfield spent approximately $10,000,000 on its schools. Since 1972 each new budget has shown a 10% increase. The Board of Education and the superintendent prepare a budget for the ensuing school year in a format detailed by the Commissioner of Education. This budget is submitted to the Board of School Estimate where

it is evaluated. The Board of School Estimate is comprised of two school board members, the mayor, and two councilmen. In February of each year the Board of School Estimate fixes the amount of public appropriations necessary and makes certification to the Board of Education. In its tax ordinance the city must then include the amount certified, up to 1.5% of the assessed valuation of rateables in the community. Any appropriation in excess of this amount must have the consent of the city council. The Commissioner of Education has authority to order the appropriation of additional funds, on appeal in the event of failure by the municipality to certify sufficient funds. According to members of the Board of Education, the rejection of the school budget by the city and the intervention by the Commissioner has become an annual occurrence.

Approximately 50% of the total school budget is devoted to teacher salaries. These have shown an increase of slightly less than 10% each year for the last several years. Instructional costs have increased at the same rate. Perhaps the most dramatic jump has been in administrative costs, which showed a 27% increase from 1973 to 1974. A comparison of the administrative budgets for previous years indicates a shift in both salaries and supplies, which may be a result of the newly negotiated administrators contract. Most other costs appeared to have increased from 5% to 8%.

1. SITUATION OF THE INITIAL CONTRACT

This study was initiated under a grant from the National Institute of Education for study of the implementation of accountability systems in education. The study seeks to develop a model that school systems can utilize in implementing accountability systems in their organiza-

tions. The project is fundamentally based upon the premise that when formal management systems (accountability in school organization context) are introduced into schools, they tend to elicit resistance because they are designed and activated without adequate concern for the reaction of individual members of the organization.

New Westfield was selected by the principal investigator as a research site upon the recommendation of state officials familiar with accountability experiments in the state. The investigator chose the district from a list of possible sites because it conformed best to the specifications of the research design.

Once the district was chosen by the principal investigator, the superintendent was approached concerning inclusion in the study. Through an introductory letter and several visits to the site by the principal investigator and senior staff members, the superintendent and his administrative staff were introduced to the parameters, conceptual foundations, participating district roles, and proposed outcomes of the research effort. The project proposal was distributed to the superintendent and staff, and site researchers were introduced in these initial contacts. The function of these contacts was to allow each group to question the other to ascertain the appropriateness of the site for the study and to allow the central office staff to clarify issues relevant to participation. It was made clear that our study was intended to benefit current "knowledge of implementation experiences" and to provide the host district with a case study of its current functioning. Our intentions were clearly stated during these initial contacts, and

the interests and concerns of the district were noted with great care. Successive interviews created an atmosphere of trust and mutual benefit. This important fundamental step provided a research climate conducive to understanding the dynamics of the New Westfield School System.

These negotiations were formalized in a letter to the superintendent specifying the goals of the project, the research methodology, the anonymity of the district in the final report and case study, and the agreement of adoption of research generated proposals for improving the implementation of the existing management system. This latter agreement was to be the core of the research effort. The district was asked to implement proposed changes in the design-implementation dissemination structure already in effect. These proposals have to be observed for possible effects upon the organization's adaptation to the accountability system, called the Educational Review Program. After receiving the letter, the superintendent was asked to present the project in toto to the Board of Education and to provide the principal investigator with a letter confirming the Board's approval. After this letter was received by the principal investigator, New Westfield's participation in the study began.

2. CIRCUMSTANCES OF THE STUDY

The superintendent agreed to the circumstances of the conduct of the study as outlined in the original research proposal. The project was to begin in March of 1975 and continue into May of 1976, overlapping two consecutive academic years. Research was to be conducted in the school district by the principal investigator and his associates, the principal field investigators. The same arrangement as made in the

other two host districts. The principal field researcher was responsible for the maintenance of the research contract and the conduct of the research activities in the district. Special attention was given to the unobtrusive presence of field researchers in the school units. School visits were to be pre-arranged and the purpose of the visit was to be confirmed by the building administrative personnel. Field researchers were instructed to remain the guests of the district and to conduct research in accordance with day-to-day constraints of school operation. Anonymity of individuals contacted in the course of research was strictly adhered to. Access to central files was agreed to by the district central office with the constraint that personnel records would be used only to generate information necessary to understand the history and ongoing practices of the personnel office. No files were to be examined outside of the confines of the central office. Anonymity of records was strictly enforced. No school unit records were necessary. In addition, it was agreed that the information volunteered by the organization was to be used only by research staff at the project center and no information was to be fed back to organization members until the final report. These conditions were respected at all times by the research staff and were crucial in the generation of authentic and useful data.

Four research instruments were to be utilized in the school district. First, a general questionnaire was distributed to the superintendent for the purpose of generating the identifying data contained in Part 1 of the case study analysis. The questionnaire (see Appendix) was divided into seven individual parts and was to be completed by the individual in the central office most familiar with the content of the

question. Existing materials were suggested as possible sources of questionnaire interests while some questions required a brief written response. From this initial data gathering effort, research staff members gained familiarity with procedural practices in the district and with the historical development of the district. It was felt that extensive familiarization with the fundamental organization characteristics of the district was essential before the district settings were visited.

An individual questionnaire to be administered to school district personnel was the second instrument utilized in the district. Because of the size of the district, it was felt that the complete population of the district might be included in the administration of the questionnaire. The instrument itself was adapted from a questionnaire utilized by Harry Levinson in Organizational Diagnosis. The adaptation of the questionnaire for school organization use was completed by the field research staff under the direction of a senior staff member. After the questionnaire was piloted with a group of administrators and teachers at Teachers College, Columbia University, recommendations for changes were noted and applied.

One of the research team's central concerns in the conduct of the study was the effective utilization of team manpower in the administration of the questionnaire. Following consultation with central office staff concerning the logistics of questionnaire administration to the entire school staff at one time, it became clear that the appropriate procedure would be to sample the teaching population. The central office informed the research staff that approximately eighty teachers would be unavailable for participation in data collection because they

were involved in the New Marion State Department of Education validation study of the Educational Review Program. These teachers did not represent any sampling dimension exclusively, however. A population of approximately three hundred teachers were thus available to complete the questionnaire and individual interviews.

Given the constraints of manpower and money, the following steps were used to choose a sample for the questionnaire administration:

1) The team decided that "one of a kind" units (the High School, Glasses, McClelland Family Learning Center, and Demonstration Day Care) would be included in addition to randomly selecting two of the eight elementary schools.
2) It was also decided to include one of the two "middle" schools. The Jefferson Intermediate School was chosen randomly.
3) Half of the available teachers and all available building administrators in each school selected were included for participation in the administration of the questionnaire. The teacher sample was randomly generated; stratified to insure equal representation across the dimensions of sex, tenure, ethnic background, and level of training.

The questionnaire was administered one afternoon after the close of the school day, in the middle of May, 1975, by the chief investigator and two field researchers at the New Westfield High School. It was necessary to use two administrations. One hundred and fourteen teachers, building administrators, and supportive staff completed the questionnaire. This number of respondents was about twelve fewer than anticipated due

to personnel absences that day. Because the administration of the questionnaire did not fall into any category of the teachers' contracts, it became necessary for the project to pay the teachers for the time spent completing the questionnaire. The rate was determined by the central office at $8.50 per hour, and the teachers were paid for their time spent on a pro-rated basis. Since the administrators and clerical staff were not under a contractual restraint, they were not reimbursed for their participation.

The central office administrators received the questionnaire in early June. For reasons of expediency, it was decided to mail the questionnaires to them individually and have them mailed to us in return. In this manner, thirty questionnaires were distributed and twenty-three were returned.

A third data collection instrument used in New Westfield and the other districts was the individual interview conducted with a sample of administrators and teachers in the selected school units and the central office. The population available for the interviews was the same as that available for the questionnaire. A new sample was chosen in order to include those who had completed the questionnaire as well as those who had not. There were fifty-four staff interviews in the district. Additional interviews were conducted with members of the community, including the Board of Education, the Parent Teacher Association, the local newspaper, and other groups. This added an external dimension to the data content. The interviews were conducted in June and July by the principal field researcher, an additional staff member, and advanced graduate students in psychology and educational administration. Other interviews were conducted on successive days with individ-

uals unable to participate the previous day. Interviews with central office staff and Teachers' Association representatives were conducted by a senior staff member. Since the interviews were conducted during school hours, it was not necessary to reimburse the staff for their time.

Although the interview format was largely unstructured, it was guided by general introductory questions lending consistency to the interviewing effort. The interviews lasted thirty minutes to an hour, depending on the availability of the interviewee. They were conducted voluntarily and with complete confidentiality. The content of the interview stressed the experiences of the interviewee upon entering the system, role experience, information systems, dynamic system properties, the future of the district, and the ongoing accountability system. Those questions that follow Levinson's suggested interview are specifically outlined in the appendix.

The final instrument utilized by the project staff was the individual diary of the field research. Observations and comments concerning events transpiring during the visit were recorded after every contact with the host system. The diaries included initial impressions and served as an ongoing record of the field researcher's experience in the organization. Careful notes were to be made of developing affiliations with districtwide systems and individual workers, thus supplying the field researcher with a continuing dialogue between observation and inference. Constant reassessment of diary entries, observations, and conclusions produced a vital link between researcher bias and the nature and content of observations. This exercise resulted in a preliminary conceptual framework, complementary to the original

research thesis and sustained or refuted by the addition of data from other research instruments. Data generated from these four sources were later graphed and related to the case study method of Organizational Diagnosis and became, as a final product, a case study of the New Westfield School District.

3. SPECIAL CONDITIONS AFFECTING THE VALIDITY OF THE STUDY

From the onset, the research team was concerned with the validity of the study. Of paramount importance was the question of whether the study would be an accurate portrayal of the New Westfield System. There are several conditions which may have influenced the validity of the study.

One of the research team's concerns was the timing of data collection efforts in the course of the school work cycle. All data gathering was done near the end of the school year as the system was preparing to close for the summer. It is conceivable that impressions might have been different had the research occurred at another point of the school work cycle. One department chairman suggested: "This is a bad time to do a study like this because by May and June people have had it. They've gone a long time without a break and you're going to get a lot of griping and groaning. In September and October you wouldn't get that, they need a vacation." In the opinion of the research staff, the data gathered reflected substantive concern on the part of many members of the organization. This will be shown in detail in later sections.

Data on students and parents were not included in the research design because the research was oriented to studying the impact of change on task groups. Community members were chosen to reflect some of the views in the community.

Another potential bias of which the research staff was acutely aware was the connection of the superintendent, William Hilton, to Teachers College, Columbia University. The superintendent was at one time a student in the Department of Educational Administration. The principal investigator did not know Hilton personally, but some members of the school system assumed that the research was the result of Hilton's association with Columbia. When asked to clarify his suggestion that the superintendent was connected with the project in some personal way, one building administrator said:

> I don't know if they [system members] feel that way, but people are very wary now of what they say and the tie with Columbia is just a supposition. The proposal was submitted to the superintendent to ask his blessings for our district. NIE has asked Columbia, probably, so somehow New Westfield came to their attention one way or another. I don't know how closely Teachers College works. He [Hilton] was the guiding force for this study.

One factor endorsing the validity of the previous research study is the fact that the funding source, the National Institute of Education, had no connection to the school district involved. Thus the research team had no financial dependency on the chosen site and would be free to remain as a neutral observer without being manipulated into taking sides.

An additional overriding concern of the team was the very negative reaction of the teachers' union, the New Westfield Educational Association (NWEA), to the project's selection of New Westfield as a field site. The teachers were concerned about possible contract violations in regard to specified working conditions. In addition, they worried

that they had not been fully consulted by the superintendent in his decision to approve the project entry. In a series of meetings with the teachers, the principal investigator stressed the confidentiality of the study. He noted that no individual teacher evaluations would be performed, and that teachers would be paid in case some aspect of the data collection fell outside of their contract. The seeming intransigence at the onset caused some research staff members to question the use of New Westfield as a research site, as the data collection might be fatally hampered. This concern dissipated when the data collection effort began.

Another possible bias was detected during the interviews and the administration of the questionnaire. It became apparent that some teachers were under the mistaken impression that the research project was a continuation of an earlier study conducted by the Institute of Field Studies, Teachers College, Columbia University. Many teachers were very hostile to this report, because they felt the study had accused the teaching staff of being racist. As one interviewer commented after an interview with a High School teacher: "I decided to stop taking notes as I felt that might open the fellow up. He said the teachers felt under a lot of pressure. He was under the impression that the study we are doing was the one done by the Institute of Field Studies. I said this was not the case. He relaxed a lot after that."

One administrator said: "A lot of people may confuse you with the other Columbia study. I knew it was different. There were many things people said didn't apply. They felt that was done poorly, the report came three years later. A lot of suspicion. The report just came out."

4. INITIAL OVERALL IMPRESSIONS

The first recorded impressions in diaries kept by the field research staff were from a meeting with the superintendent in December of 1974:

> Hilton and his associate were very pleased to see us and very enthusiastic about the project. Hilton is very articulate and very ambitious. The structure of their accountability project was outlined. It is based upon a similar one in Norwalk, basically a curriculum system to standardize teaching. Teachers are required to achieve written objectives. Each student is rated upon the completion of objectives without the use of traditional grading. The teachers were initially consulted in the formulation of the program, but William indicated a great deal of disapproval on their part; they feel as if they were only rubber stamping the program. Building management is also a problem. Building administrators do not understand the program, much less its implementation, and therefore they could not introduce it and guide the teaching staff. There has been a change in the demography of population from mostly white to mostly black, and Hilton said that teachers are pessimistic about what they can accomplish with the students. The system is definitely a one-man show. It was decided by the research staff to talk to community leaders and obtain their views of the school system.

At another meeting that took place in the district in March, members of the research staff met with the instructional council, which is composed of teachers. The meeting concerned the meaning of the study for teachers, who wanted a clearer explanation of the project. The following excerpt is from a research staff member's recorded impressions of this meeting:

> We met with members of the local union and the instructional council. This meeting either served to show the start of a new pattern of active teacher participation in management or perpetuate the old silent partner routine.
>
> The project was presented by the chief investigator in understandable terms with little reliance on academic terminology. The project was stressed in its totality; the interest in the school system is in how its parts mesh rather than individual evaluation. Hilton stated his hope that the project might bring teachers and administration closer together. A person on the instructional council suggested that this was a problem. The Superintendent treated the members of the organization in a very different manner from how he acted with the research staff. He appeared to go through the motions rather than raise cogent issues.
>
> Other issues raised at this meeting were personnel records, timing of the project, teacher evaluations, disruption of the daily functioning of the system, feedback report, and discussion as to the kind of recommendations we might make. There was a sense of urgency from the teachers that we might help them to function better as a system.

Following notification from the system that the Board had cleared the project, the chief field researcher contacted the superintendent to arrange a meeting in early March and recorded this diary entry:

> At this meeting Hilton spoke about the attempted shortage of the ERP by the teachers, which basically consisted of trying to convince the students and their parents that this new way of doing things, this new system, would only hinder their chances of getting into college. He felt

> he really had the teachers in a bind; every time they tried to challenge his power, he was going to win. He felt especially good about the reporting system and how everything was spelled out. If the teacher was going to work in New Westfield, he would have to follow Hilton's system and if not, he shouldn't be there. He described the present state of the teachers as one of exhaustion; they had done all they could for the past year to stop the accountability system implementation and were unsuccessful. Now they'd pretty much thrown in the towel.
>
> Hilton was open to talk to and didn't hesitate to state his view of what he felt he was doing. He seems to have the situation under control and isn't fearful that the project might find out something embarrassing. He seemed to feel the project would give him some kind of way of evaluating attitudinal characteristics of the staff.

The chief field researcher also attended several administrative meetings to get an overall feel for the climate and the individual personalities involved. The initial impressions can be summarized as:

1) The school district clearly had organizational problems and was not functioning in an organizationally integrated manner.
2) There were perceptual distortions of the district by its members resulting from these conflicts.
3) The superintendent's style was seen as a creator of much of the anxiety in the organization.

B. Historical Drama

1. PROBLEMS AS STATED BY KEY FIGURES

As an overview and introduction to later discussion, this section will focus on the problems of the school district as suggested during interviews with members of the system in important positions. The Educational Review Program and the communication process will be discussed later.

One of the most noticeable omissions in almost all the interviews was a concern over facilities and materials. Generally, the interviews probed qualitative issues regarding district life. The research team feels this approach is indicative of the fact that many of the district's problems involve the psychology of the organization, as opposed to its physical plant.

Besides concern over the reform program and communication problems in the district, a number of other pressing issues were suggested. (1) competence or mood of the staff; (2) resulting concern over morale; (3) the administrative conflicts involving the central office and the school principals; and (4) the racial changes in the schools and conflicts within the community.

The staff, especially the teachers, were generally seen as highly threatened that they could or would not work effectively. One administrator said:

> People are very wary about what they say; there haven't been that many cases of retribution. People are looking over their shoulders. Everybody's covering their asses. You're going to hear what they think the Superintendent wants you to

> hear. The survey instruments you had people fill out, they have to be wary. They have families, mortgages. You better watch out. Nobody really knows Teachers College. I looked at the survey you had at the High School. Remember I asked what was the confidentiality? You asked some things. Like you had to put down the school, your age, and years in the district. If I see an instrument like that it takes me ten minutes to put everybody's name on the instrument. No one needed to know any names. There had to be some reason they wanted to know who the people were. You just asked it in a very oblique way. I'm sure you would say, 'Well, we want to see how one school compares with another,' or 'if the reaction was universal from school to school," or 'if it was just one site that seemed to be feeling a certain way.' Fine, if it was just the school, I played with your instrument. I don't like things that look like that. I think I might have told my teachers to be a little wary but I didn't. I'd want them to be wary, and I'd hope they'd be wary because nowadays you don't trust anybody

One central office administrator gave this view:

> There isn't total awareness of the problems of teachers; they complain but the degree of empathy varies. We need to take a more serious look at what the impact of the reform program is. I still have a number of friends, and we sit down and discuss their problems. Maybe we should go and teach a couple classes in the system. I think that's been developed somewhat now. The move is being made to ease off. People have to learn how to work out their problems. They need to develop and be creative. A lot of teachers, maybe they're lazy; I don't think I was lazy. I was gung-ho. We have to give time and let more people see what we're trying to do. We'll be well on our way by then.

When asked how he had received negative feedback about the reform program, another central office administrator replied: "From teachers. They feel overworked and overpaperized. I agree to some extent. They got away with a lot in the past that they weren't doing. Now they're nailed down to what they should be doing."

One system member was particularly critical of the teachers in their response to the reform program: "The people around the district are either too incompetent, too lazy, or too rebellious to implement it. It's easy. All they got to do is get up and do their jobs. It's a large majority; teachers, supervisors, principals, and administrators. I question their loyalty, not only to the Superintendent but to the kids. If they're not doing it, they're cheating because it's out there and it could be done." A central office worker summarized the situation: "Like anything else, teachers haven't really changed. Teachers are afraid of change, they are in their little niche. It's tough to change, there's no doubt about it, especially for the older teachers. This is a completely different system and they're afraid of it. They're afraid they're going to be evaluated according to what their students learn."

This reflected the concern over low morale. One administrator commented:

> Morale is very low. We're having family problems within the group. I would be glad to be somewhere else; a lot of people would like to be out. I've never seen morale this low. A number of teachers feel that what they were doing, the way they were teaching, and the results they were getting were good, before Educational Review. Many are dissatisfied with the results. They don't think they're any better; in fact, maybe even worse. It's not that they haven't tried to adjust, they have and feel they could do better if they were doing what they were three years ago. The time they're spending on clerical work could better be spent on innovating in class. This is one of the reasons morale is so low. I'm concerned. I think it's very important. You can get a lot more work, quality, better results from a happier individual. When morale is down, he'll do it but it won't be as good.

A teacher said: "It has caused me to feel that I am working under the very wrong kind of pressure, under performance pressure. I spend a lot of time on things that I think are less important. It has taken away the spontaneity and it's gotten me down to the point of really not

caring any more." Another system member commented: "It's frustrating. It takes too much investment of time and energy. Resentment and frustration characterize the school. A large percentage feel this way, it's not uncommon to work a full day and then take a briefcase home."

When asked how the school district has changed, an administrator made this response:

> For my initial interview I arrived just about at a time comparable to now. Things were hectic and moving and the students were excited. It was an old building we were in at the time, built in 1914. Most of the students seemed to be school oriented; there to work, not fool around. Now it's negative. Scholarship has deteriorated. The expectations for students are down. Morale is almost zero. Under the current situation I wouldn't come to New Westfield. I would discourage people from coming here. Motivation of the students is practically nonexistent. The system is changing instructions from day to day, hour to hour. There's no assurance that what's acceptable this hour will be the next. Planning is difficult. I have suggested to members of my department that if an opportunity arises to go elsewhere, they're foolish not to take it. I thought it was excellent when I came, it had a lot going for it. When the opportunity for regionalization came the Board of Education did not take it. Then when they decided to take advantage it was too late. The entire city has changed. They tore down but never rebuilt. With better planning the system might have been saved if not improved. Now it's a battle, it's difficult. Recovery is going to be long and drawn out.

A community member described the morale in this way:

> A number of teachers who had been here for many years found themselves unable to handle the job over the last fifteen years. They are very frustrated and some have given up. I get the impression they're hanging on. There were some young, dedicated staff who were really committed to working with urban youth and trying to help them. The older teachers tend to blame the children or parents. A large number of our staff need reorientation because of the population problems. It makes education so difficult for these teachers. I think my

perspective was a little different from the criticisms I heard from the black community about ripping off the system. I felt sorry for them in a way, as they had been successful. Their own experience demonstrated that. They just couldn't ride with it any longer. A teacher broke out into tears once, she was so emotionally close with what was happening. I don't know if it was her sensitivity or the particular problems of the day. I would say a good many of the teachers are resigning or retiring. We're frequently accepting the resignations of people who've been here many, many years. The school, which had been good, and the system, which had been a good one, are no longer living up to it.

Finally, another administrator expanded on this:

Staff morale in certain buildings is high; [in] other buildings it's low. I guess you're really looking for some reasons for it. I think we have an excellent group of teachers here. We have some that shouldn't be but they're on tenure. We have young teachers that are master teachers; we have twenty-year teachers still like first-year teachers. You got to live with that. The laws have you sort of locked in as far as that you have to be pretty careful in writing and documentation so you don't withhold anything. It can even almost get to the point where you can't fire a nontenured teacher. We have grievances, hearings before the Board, so although you give adequate reasons for poor evaluations they still fight. It's difficult but I think the average teacher in this district is dedicated, hard working, and willing. Morale is the most important. I believe that morale is down due to the implementation of the reform program again. I think it's coming back down to the administration. But you're not gonna get anything out of people unless they're with you. If they're fighting you, they will do the minimum. I think morale is the most important thing that this district can use.

It's a districtwide thing, but some schools have better morale than others. As far as I can remember, and I've been in this business many, many years, your elementary teachers are different than secondary teachers. Your secondary teachers are definitely more militant as far as demands -- more time off, more prep periods, lunch periods, and so on. The elementary [teachers] are more geared into helping kids; they really want to work with kids. Basically, districtwide, the morale went down overall because of Hilton's reform program and we have a very strong union that files grievances even though the person doesn't want to.

One concern of several administrators was the conflict that developed because of the administrative reorganization in New Westfield. The reorganization reflected a decrease in the principals' power and an increase in the power of a developing staff. One central office administrator said:

> The Superintendent made a change in the school district from the emphasis on administrative convenience to curriculum and what's good for children, and in doing that he alienated a large number of people who have been working to get him to leave so they can get the power back in their hands. They had had it. The group that's the most antagonistic is the elementary principals. They ran the district before Hilton came. They really did run it. The philosophy is that the principal is king of his building; whatever he wants to do, he should have the right to do it. Since Hilton has left, the principals are very jealous of the director's group. It's not a line position, it's a staff position. The positions were newly created about the same time Hilton arrived. They were created just prior to his coming. When he came in, he saw them as the group that he could work program instruction changes with. And he had them report directly to him. He hired an administrative assistant and had the principals report to the administrative assistant. The principals resented it, they were furious. He wanted to effect program change and found out very early that he couldn't do it with the principals, which is why he made the move he made. He felt the program change was more important; he didn't want to waste his time with the principals who would talk to him about the bathrooms and the windows and he just didn't want to be bothered with that. It was wrong, a bad administrative decision.
>
> The principals were definitely being used as an alternate line. Except that the principals were always called in on a decision. But the decision never went in their favor.... The hostility that we have has been created by principals. The communication between central office and curriculum people doesn't come through loud and clear; when it passes through that administrative channel it changes and comes out as something different. It happens very consistently; we had an inservice session just after school started.... The principals went back to their buildings and told the teachers there was now a new directive.... They don't like too many direct memos, exactly what has been said at the meeting and what was

> required. I can communicate with them. I can get the teacher support. But that goes against me a little. I really don't want to cut the principal out.

Part of this change occurred with the Review Program when principals were actually asked to perform the in-service training role. Another member said:

> The breakdown became apparent with our in-service design, which was extremely extensive. I don't know of any other district in the country that has built in seven hours of training per month for every teacher just for in-service. The problem was that the people who were asked to conduct the in-service were the building principals for the most part. Without the appropriate readiness and preparation, they were really functioning at the same level or even behind some of the more perceptive teachers. The director of elementary education was certainly involved and played a role in speaking with large groups. But down at the trenches in the buildings it was left to the principal.
>
> I don't think that they were ever in a position to admit that he was trying to get them to do something they couldn't do. It would have really been too much to do so. And that's an analysis that I've made that they were never really able to articulate. Nor did they want to articulate. I think many of them deluded themselves into thinking that they could do it.

The racial split in the schools and community was considered to be very divisive by many of those interviewed. This change in both the internal and external climate has had a profound effect. One department chairman said:

> There's a split developing, black and white. It's subtle but it's developing. We've got to do an intensive selling job, let these people know that school affects everybody. We have to try to get them interested. The people who send their kids to parochial school have to realize the school belongs to them too. I would try to do that. If the educational system meets their needs the things will work out. The big problem is getting them here and enthused. If they're apathetic they have to be turned around.

An administrator suggested: "Things started to change when we started having the racial problems about 1967-1969. As the situation continued to worsen, it never seemed to be solved. We began to get more and more 'white flight' and tensions. Morale began to deteriorate, teachers started talking about leaving, and this is continuing to get worse. Since the North Westfield split it's gotten still worse."

Another member of the district, when asked about how people communicated in the district, focused on racial issues:

> A lot of different groups are around: white racists, white liberals, black racists, black liberals, Hispanic racists and liberals. There are all different racial groups, all different ethnic groups, economic groups. This is where the blacks all live, in Vanderbilt County. It's not easy. You've got a lot of whites who've been unable to leave the city. They want to improve. The problem with teaching minorities, black or Hispanic, is that the white kids got to learn too, but the majority are black.
>
> The biggest hindrance to the totally involved community is apathy. It's no worse than any other urban area. I see an improvement since I'm here in support of the system. We have a systematized approach to learning with verbal and letter support. Sometimes [Hilton's] opponents get attacked. He doesn't have to do all this fighting now. Different groups have come out and attacked those groups that are attacking him. They're attacking the system, not him personally. They aren't large enough or vocal enough yet.

A teacher described his view:

> I know I was excited about his [Hilton's] coming to this district when I first heard him speak.... It looked like, hey, maybe things are really gonna get together. I felt his blackness was positive because of the kind of district we had. You know, maybe in terms of some of the problems we were having he could restore some confidence in the black community. I don't think that happened. You know, it's kind of ironic. It's only recently that some segments of the black community have supported him. They roundly condemned him for things like support of regionalization .... I have to think that some of the support -- and I don't necessarily mean from the parents but by some of the community leaders -- is nothing more than political.

A central office administrator had this to say.

> The black community's very upset. They want the Educational Review Program to continue. They feel they had a black competent superintendent and the white people didn't want him here because he was gonna give their children an education. And they don't feel the teachers are responsible; they don't feel the principals are doing their job. And they feel that they were gonna be exposed and so they had to get rid of the black superintendent. So they have very hostile feelings about the school superintendent. The whites have very hostile feelings about the school system also. Because it's been taken over by black and Puerto Rican students. They have to pay taxes but they don't feel the education is good; they don't send their kids here. So nobody feels the school system is doing its job.

A community member felt white parents contributed to the split:

> What I deplore about the schools is the fact that so many of the white people in New Westfield have taken their kids out of New Westfield and sent them either to St. James's or to Johnson Prep or any one of the private schools around. I think that really has contributed an awful lot to the problem, that these people could get their kids back in, get a better mix; I think that is a lot of the racial problems of the school, and we're talking of New Westfield High School. But if they would get the white kids back in the schools, I think that would be a tremendous step towards finding some kind of a viable peace in the school. But they won't do that.

One department chairman said:

> Since we've been having racial problems, they've been listening more to the black community than in the past. Sometimes people say they bend over backwards to give them things and ignore other groups. It's been said you're doing so much for the blacks, you're ignoring the whites now. That's the problem. We haven't been able to get these groups together until after the situation develops, confrontation of some sort. Of course, we haven't had them lately, but I think these tensions still exist.

A discipline problem was associated with this racial tension and some organization members suggested stress on vocational education as a solution. One administrator said: "There's no meaningful schedule when kids fail to perform to expectations. Discipline is weak at

present. The kids have too much freedom. There are some areas where students appear to be completely out of control. There should be more emphasis on training students for trade and in the world of work. Staff attitude--morale is low -- there's a feeling of helplessness against the Review Program." One department chairman said:

> There's too much permissiveness. The whites say the black security agents are too hard on them; they're checked for passes while the blacks are permitted to walk the halls--strained relations. The principal and staff are making progress. Everyone's a bit demoralized by political problems. We have two extremes. The educated blacks don't become involved in the school. We're closing the recreation area. Years ago we used the community house which was completely integrated; we were just human beings, buddies. Now the neighborhood has changed to all black involvement. Many activities could be available through the school but by 2:00 you can't find a student around.

Another said:

> Strict enforcement of the discipline problem is necessary. The same problems in the same students tend to repeat themselves. The vocational program should be enlarged and students should be provided with the kinds of skills that would let them find jobs upon graduation. We have the facilities within the system for the student's who can't function. There's no reason why students can't be channeled through these, in particular the Glasses School or alternative school.

One central office administrator commented:

> We're experiencing the same as all districts experience, suburban and urban. Discipline has gone down, no doubt. I feel also that the parental backing is not as great as it used to be. For example, getting out the PTA is more difficult now than it was ten years ago. You almost have to have a, what I called, captive audience. Kids have to perform and the parent has to come out and see in order to get an audience. If you have a speaker, it falls flat on its face. Where a few years back, or ten years ago, it's a lot easier to get a pretty good crowd. We tried to cut down the number of PTA meetings to eight a year, six, four, and still that's one big difference anyway. I think the student self-discipline has gone down. But

> then again, that's nationwide. I see that in reverse in maybe thirty years. It's changed.

A building administrator said:

> The community itself sees the school system as being flat on its face, not giving the children what they need. They don't read, they don't write. The students are being blamed for this but the community itself should be blamed. There are a lot of apathetic parents who don't give a darn. They're the problem to begin with. It's twofold, the system needed straightening out, more guidance, more structure, especially in the last two years, and the parents have to expose themselves too. The parents must get on students. Expulsion doesn't make any difference to the parents.

2. BACKGROUND OF THE ORGANIZATION

a. Key Developmental Phases

In conjunction with the research team's conceptualization of the school district as a dynamic system, its history is a series of important interactions with its internal and external environment. As Levinson suggests, a key developmental phase is an experience that significantly changes the direction, size, effectiveness, or strength of the school district. It is a period of organizational maturation that can be located in time. It can result from the adoption of a strategy or the occurrence of natural events and fortuitous circumstances. Whatever the initiating cause, the resultant outgrowth is that the organization takes a new and/or different direction.

A particular phase may be positive or negative in its long-term effects. A positive key developmental phase is one which reflects growth; greater sophistication, greater maturity, greater stability, or greater access to personnel. A negative phase can be seen as one which reflects self-defeating behavior, aging or failure. A major crisis is one which affects the school district in such a way so as to

mark the beginning or the end of a phase. Short of failure, the school district can successfully negotiate the crisis and resume the tasks of education. Another result is that the crisis becomes internalized and demands expenditure of much organizational energy in attempting to maintain itself as a cohesive entity. This detracts from concentration on productive operation and in the long run the organization does not learn from its mistakes. It is also possible that more than one crisis may occur during a single phase; this can also have the same effect of keeping the district "off balance." Rather than being proactive and creative, the organization becomes largely reactive and unproductive.

During the course of the data collection it became apparent that several major events affected the environment of the New Westfield School District during its recent history. Four major themes continually appeared:

1) The change in student ethnicity and racial unrest during the last 1960's and its residue, which is perceived in concrete terms as student discipline problems.
2) The hiring of a black superintendent, William Hilton, and his controversial style of leadership.
3) The termination of the sending-receiving relationship of North Westfield and its impact on the student and teacher population with ultimate implications for educational goals.
4) The Educational Review Program.

New Westfield did not escape the racial turmoil of the late 1960's which disrupted many cities. One department chairman commented: "The

school district started to change when we started having the racial problems about 1967-1969. As the situation continued to worsen, with the racial problem, it never seemed to be solved. We began to get more and more of a white flight and tensions; morale began to deteriorate, teachers started talking about leaving, and this is continuing to get worse."

A central office administrator reflected the feelings of many organizational members: "The students have changed and so we've had to too. You have to be aware of everything now. Before you didn't have to give much to parents or the community. You were more or less isolated and now you have to deal with the students, teachers, and parents. You have to sit down with everybody now before you can do anything. You have to explain everything, that's one of the big changes. People are giving up."

One High School teacher put it more directly: "I can't recognize the school anymore. Time has changed it. There's been a change in personnel. There's been a big change in administration and a big change in the superintendent's office." When the interviewer asked, "What kind of change?" the teacher looked at the ceiling and replied, "Guess."

According to one department chairman: "There's too much permissiveness. The whites say the black security agents [hall monitors] are too hard on them; they're checked for passes while the blacks are permitted to walk the halls. Strained relations exist."

The new superintendent, William Hilton, was hired in the fall of 1972 to replace the acting superintendent, James Toby, who is now the assistant superintendent for business. Toby was acting superintendent

for eight months prior to Hilton's arrival, there was no mention in the course of the data collection of either Toby's leadership or that of his predecessor, Harold Herb.

Many of the system members perceive Hilton's leadership style to be extremely autocratic, heavy-handed, and distant. One building administrator expressed this opinion: "He [Hilton] sits in a panelled office, behind a great big executive desk with a small circle of management executives." As one field researcher noted after a meeting of central office administrators: "Hilton kept things going and was very well-organized in that sense. The administrators did not talk back to him. There is a suppression of conflict, because of an apparent dictatorial style."

The fact that Hilton is black and the district staff is largely white was frequently given as a source of conflict. One black teacher commented: "Hilton is black and that might have something to do with the problems. A lot of the white teachers don't like it that a black man is their boss." An administrator commented about negative racial feelings in the district:

> Negative feelings are brought about because he's a black man and it's difficult for a lot of whites to follow the lead of a black man. His approach was bad. You can't elaborate on it because no one will tell you they have bias because of race. Many of the feelings people have are because of this. There's no way to improve it and I, of course, am not privy to many of these racial types of things because I too am black. There's a great deal of racism involved and they're thinking about this.

The superintendent is also given to a verbal style which affects his audience adversely. He apparently attempts to be obscure, which results in confusion. An elementary school teacher commented about this:

> Teachers don't relate to him because he's from Cornell and the language is too high. He doesn't speak the language of the teachers. They don't understand him and feel embarrassed. A lot goes over their heads, people are afraid to speak up and ask him. They don't see him as a real boss. The teachers are lazy but they resent that he's come in and made them get off their fat asses to do something. Hilton has struggled for every point of achievement of the kinds. It's been a very big change and if the administrators would sit down and talk in the language of the teachers it would make it a lot easier.

A member of the New Westfield community had this to say: "I think one of the problems Hilton had was a failure to communicate. He is the Casey Stengel of school superintendents.... He just boggles the mind when he talks and it's very difficult to get comprehension. I don't think he can get his program articulated to the teachers and to the people who really had to carry it out."

b. Historical Data Surrounding a Major Crisis

During the history of the New Westfield School System a number of surrounding districts have sent their high school students to New Westfield as part of a sending-receiving contractual relationship. The longest partners in this relationship have been the neighboring communities of North Westfield and Milville. In 1971, New Westfield petitioned the Commissioner to establish a regional school district that could incorporate the city of New Westfield with its two sending neighbors. In October, 1974, the Commissioner denied the petition and terminated the New Westfield/North Westfield contract. In that same order, however, Milville was instructed to continue its contract. During this period, plans for a new High School in North Westfield was finalized and construction completed while students at New Westfield High were on

double sessions. North Westfield petitioned for the release of its tenth graders but the acting Commissioner ordered that all tenth graders from New Westfield, North Westfield, and Milville be assigned to the new building by February 1, 1974. North Westfield appealed this decision and was eventually allowed to withdraw its students, which resulted in a dramatic shift in the racial composition of the High School.

As late as 1973 New Westfield was attempting to stabilize its white population. Within the superintendent's office there was the belief that quality education meant integrated education and that reorganization of the district was essential to improve the racial balance. Six of the eight elementary schools are located in the inner city with 90% of the student body classified as black and Puerto Rican. A seventh school borders the low socio-economic areas and is currently about 55% black and Puerto Rican. By contrast, the eighth elementary school, Richard David, is located on the outskirts of New Westfield and more nearly resembles a suburban school in racial composition, with a 30% black and Puerto Rican population. By 1974 the New Westfield School System was serving a predominantly black and Hispanic student body.

The loss of North Westfield and its almost completely white student population has sent tremors through the system. As one community member put it:

> We've gone from one castastrophe to another. Going back, say fourteen years, we had a big fight to get a new High School. By the time we got everybody settled, there came riots. We had trouble with that and then with the sending districts because North Westfield moved. This is the first year that they are out of the school. Consequently, all of this has taken a good portion of the white population out of the school. New Westfield basically is 70% white, 30% black. Our

> school population is just about reversed. I really think one of the big things is that there is an abundance of parochial and private schools in the area.... It's been easy for the "white flight" and that hasn't helped the situation any. Otherwise when North Westfield left it would have been a much calmer situation.

c. Service History

(1) Sequence of Development in Service

During the course of the interviews it became apparent that when William Hilton was hired the school system was not exactly as described in the Chamber of Commerce brochure, "One of the state's leading educational systems." In response to performance disparity and what he perceived as lack of resource use, the new superintendent decided to institute the Educational Review Program and to reorganize the administrative structure of the district. This program has had a critical impact on the district. The Educational Review Program was described by William Hilton to a field research in the following manner:

> The accountability system has been implemented on a districtwide basis as an "instructional" system having little to do with finances. There are five components:
>
> 1. Districtwide listing of learning objectives as authorized by the superintendent for every subject, grade level, and building.
>
> 2. Development of comprehensive planning structure for implementation of learning units.
>
> 3. A three-level in-service training program, with each teacher spending seven hours monthly or seventy hours yearly. The levels are:
>
>   A monthly districtwide meeting to introduce the next topic, including training in the writing of each part of the accountability system.
>
>   Bimonthly meetings in each building.
>
>   Small-group drill exercises.

4. Formal evaluation of teachers and administrators based on demonstration of ability and skills related to the learning units. The superintendent has developed his own instruments for this, in addition to evaluation done under the auspices of the New Marion Department of Education specifying task, instrument, and timetable.

5. Changes in the grading and reporting system; i.e., report cards, course credit, and standard curriculum. This too will be evaluated throughout the district.

The objectives of the accountability system are:

1. To increase student achievement as evaluated by the battery of pre- and post-criterion reference tests and the attainment of learning objectives as reported on student report cards.

2. To determine the quality of accountability implementation by assessing the reliability of procedures and forms.

3. To assess attitudinal change of the students and staff.

One central office administrator offered this view of the history of the accountability system:

> In October of 1972 the superintendent invited each school building to draft a building proposal for a project which the faculty members of that building felt represented their priorities with their community population. No other guidelines about what they had to deal with were provided. The proposal had to be written so that the objectives were behaviorally stated and that an evaluation of the design was included in those objectives.... Most teachers had not been exposed to that system approach before and it was a way of introducing them to that concept. The building projects submitted reflected different degrees of quality. I'm not sure if the teacher ever felt this [their project] was going to become a reality.... [In the spring of 1973] the Board capitalized on an invitation to submit an emergency school aid act which primarily involved aid to desegregation. Our district filed a proposal which incorporated all of the projects as its design. The Federal government accepted over 80%, I think, of the projects as being consistent with the ESAA guidelines.

> We had some funds left over from the ESAA grant and we had in-service [training] for about four weeks during the month of August involving about sixty people and ESAA paid for that. This became the introduction to the teachers of the concepts that would be embedded in the Review Program. But when the teachers showed up in September of 1973, and they had their first live in-service training, it really was their first introduction to the elements of Educational Review as it later became known. Mr. Hilton always argued that it was a logical extension of the building projects, but I'm not sure the teachers saw that it followed logically.

One High School teacher expressed her view of the August, 1973, workshop:

> Hilton hired about eighty to one hundred people for a summer workshop, in content dealing with individualized instruction. He put all the levels together (K-12) even if their concerns were very different. Enrico Lala had the job after several weeks of sitting around; they decided to set up behavioral objectives. The objectives have been changed so many times. There were people hired to write objectives and these were constantly changed.

Documentation was one focus of the ERP; the report cards were rewritten to reflect the behavioral objectives, which represented an increase in paperwork. The teachers became upset and a court case ensued. A central office administrator described the situation in this way:

> The issue of the report cards for the last school year, for example, created a tremendous amount of resistance; to such an extent that there was a court case...when the Review Program was introducted in September of 1973, the teachers filed a grievance. Basically [they claimed] that the Review Program and its imposition by the Board of Education violated certain procedural avenues that the NBEA claims should have been used, such as, the Instructional Council would have been involved more in the process, and the Board exercised a kind of arbitrary capricious decision-making process, imposing the program without using contractural vehicles of discussion. They filed this grievance within a thirty-day period, which they had to do or they would have lost their opportunity. The grievance sat and sat. Hearings were held at the superintendent and Board levels, which is what we call Step II and Step III. In those two levels, grievance was denied.

> Now Step IV is instituted. For over a year, the teachers didn't really do anything. After the report cards were introduced in September of 1974, the teachers' workload increased and their resistance increased. And so, fortified by that sense of frustration, the NWEA renewed its attempts to bring its grievance to arbitration. The attorneys for the Board felt that the issues that the NWEA were trying to bring before on arbitration were really not legitimate issues. To intercede, the attorney sought an injunction with the courts to prevent the issue from going to arbitration. And so the court was assigned the responsibility of reviewing this issue. Even though the grievance began in September of 1973 a lot had happened since the original grievance. The essence of the issue was: Did the Board have the right to impose the Review Program and did, in fact, all the different requirements imposed constitute a change in working conditions? The ultimate decision of the judge was a two-fold one; he basically affirmed that the introduction of any curriculum Review activity is in the prerogative of the Board, to have that power shackled would be a violation of state law. He did rule that the new report cards generated sufficient work, that it represented a change in working conditions; and he ordered the Board and the NWEA to negotiate on that issue. The report cards were retained but the amount of work on them by the teachers was reduced by adding clerical support.

The administrative reorganization was designed to centralize control over the planning and conduct of building operations, and started with the writing of an explicit job description for every employee of the school district. Originally each principal had control over his building both in administration and curriculum. This was changed and a position of Implementation Services Coordinator was created with all principals reporting to him and he, in turn, reporting to the superintendent. In addition, a "staff group" was created. Referred to as "the directors," the group was composed of directors of elementary, secondary, career, and adult education; the director of Pupil Personnel Services; the director of Title I; and the director of multi-media. This group was designed to coordinate curriculum in their specialties, and they reported to the superintendent. Because the Implementation

Services Administrator did not perform the function originally intended by the superintendent, he was reassigned to other duties, and the principals again reported directly to the superintendent. The directors were used as an alternate line at times and came to have control over curriculum in the buildings.

(2) Performance Reputation and Record

One of the most pervasive opinions that the research staff encountered was the negative service reputation. The school system has a poor reputation within the schools and within the community. One teacher in the High School commented: "The people in community refer to it as a zoo which should be shut down; basically they're disgusted with the whole situation. Expecially the Board, the bomb scares, and the riots cause a lot of problems." Some teachers, however, did express a positive view of education. One department chairman said:

> I see this as an excellent strong system. Our academic program can compare well with others in the state. We were able to do more for the North Westfield kids academically than they'll be able to do for many years. Physically we're in excellent shape. We've always operated under a tight budget but had what we needed. Colleagues in other places have much harder times getting equipment. We've had people coming to try to emulate us .... The problems will eventually go away.

Additional input on school member attitudes came from the questionnaire. In response to the question concerning how the community felt toward their school, approximately 30% of the respondents (teachers and administrators) said the community was "very friendly," 30% said "neutral," 20% said "unfriendly," and 20% said "didn't know." As a unit, however, the High School responded differently; only 9% said "very friendly," while 40% were "neutral," 37% "unfriendly," and 13% "didn't

know." There is considerable discrepancy here from verbal reports of the school's reputation within the school system. Probably the most telling comment comes from a member of the community in describing his move to New Westfield:

> The first thing we had to do, of course, was buy a house. That meant we had to talk with real estate agents. And the first thing they told us was, 'You don't want to buy a house in New Westfield because the schools are lousy.' We had schoolchildren; we didn't know the area, and they effectively turned us away from New Westfield. That is one of the most negative approaches to a city that you can possibly have when your real estate agents are keeping people from coming into the city.

II. DESCRIPTION AND ANALYSIS OF CURRENT ORGANIZATION

A. Structural Data

1. FORMAL ORGANIZATION

New Westfield is defined according to state statutes as a Type I district; a district established within a city. As of June, 1972, there were 52 Type I districts in New Jersey.

The Board of Education consists of seven members who are appointed to a three-year term by the mayor. The present Board of Education was officially organized on March 1, 1975. The members and relevant dates on each person are as follows:

Dr. Hugh David; (president) Professor, New Westfield Theological Seminary -	3 years
Mr. Edward Mead; (Vice President) Guidance Counselor, Middle School -	3 years
Mr. Eli Jesse; Personnel Manager, Hoogkiss Steel -	10 years
Mrs. Margaret Singer; Reservations Staff, Northern Airlines -	3 years
Dr. Carlos Richard; Faculty Member, Washington College -	1 year
Miss Margorie Union; Retired School Supervisor -	3 years
Dr. Patricia Rollon; State Education Consultant -	3 years

The Board of Education is responsible for establishing policy on all matters relating to the operation of the school system. The Board defines its policies relating to governance, fiscal operations, personnel, and management. The Board is actively involved in decisions on personnel appointments, awarding of contracts, receipt of grants, student exclusions, utilization of school facilities by community organizations, and the finalization of employee contracts. These functions are performed at regular and special meetings. The Board must organize at a regular annual meeting held not later than 8:00 P.M., March 1. The Board must also meet to transact business at least once every two months during the period in which the schools are in session and these meetings must be public, commencing no later than 8:00 P.M.

A copy of the organization chart and a printed description were provided by the superintendent. The organization is designed around three independent functions--business and operations, personnel, and supervision--all centralized around the superintendent. In addition, there is an Instructional Council, which reviews and recommends on issues of instruction. Its seven directors report directly to the superintendent. The emphasis is given to a centralized organizational structure, which recognizes the effective leadership and services of the wide array of professionally trained people in the school system. The colleague level of relationships is approached with only enough structure to provide basic units and communication. The balancing or mixing aspect of reorganization is also concerned with flexibility while maintaining stability. Standardization is needed to provide a program in which individuals can participate; however, the program must avoid impersonalization and mediocrity. Hence, there is a concern for balance

between standardization and nonconformity. There is a stress on central authority to provide and maintain appropriate facilities, including adequate organization and working conditions balanced with professional autonomy. The superintendent also emphasized authority relations of participation and integral human relationships. Theoretically at least, the superintendent can control all phases of district operation.

2. FINANCIAL STRUCTURE

In New Westfield the Board of Education adopts a proposed budget and submits it to the Board of School Estimate for consideration. The Board of School Estimate may adopt the budget or any modification it deems necessary. Once that adoption process is completed the tax rate is set to raise funds from the local municipality. Other operating funds are provided by the state according to a prescribed formula based upon the weighted average daily attendance. In 1974-1975 that figure was computed at $132 per child, with some other categories of aid included to yield $1,464,461. The total budget for that year was $10,000,000 of which about $7,000,000 was raised from the city's taxable properties.

While New Westfield has not yet experienced the severe financial calamities of New Marion larger cities, it has become the residence of many low income groups. A survey of the annual cash income per household in New Westfield by Sales Management reported the 1966 average effective buying power at $8,206. The comparable figures for 1967 and 1968 were $8,696 and $9,122. In September, 1970, 32.2% of the families of the city had annual incomes under $7,000, 25.7% had annual incomes in the $7,000-$9,000 bracket, and 42% had annual

incomes of $10,000 or more. These data support the concept that the city of New Westfield has a large population of low income families.

There are a number of large industrial concerns in the southwestern section of the city. While this center has grown in recent years, there has been a corresponding decline in the central city area. The 1969 REPORT OF THE CHARTER STUDY COMMISSION OF THE CITY OF NEW WESTFIELD, using data from the New Marion Local Property Tax, showed a comparison of the true dollar value of industrial and commercial property in 1959 and 1968. In 1959 the true value of this property was $85,975,172 and in 1968 the true value was $92,853,231. Even though there was an increase of 8% in dollar value, the impact of inflation and increasing welfare and school costs must be remembered.

A more immediate blow to the New Westfield school budget was the loss of tuition from the suburbs. Between 1973 and 1975, New Westfield lost almost one million dollars in revenues when the North Westfield children left the system. The New Westfield Equalized Valuation per pupil is $65,322, which is about the state average. Its total tax rate is about the highest in the county, $3.34 per mill. The percentage of total revenues applied to education is well below the county average.

3. PERSONNEL:

There are 35 administrators in the New Westfield School System. The contract signed by the Leadership Association seems to be a spin-off of the teachers' contract. A ratio that continues for three years has been established for administrative positions vis-a-vis teacher salaries. There is a grievance procedure, a statement about professional rights, leaves, professional development, and working conditions. The district

provides a fund of $1500 for course reimbursement and a sabbatical leave after ten years of service. The most significant omission in the administrators' contract is any statement concerning evaluation. This reduces the impact of the fair dismissal hearing.

There were 372 teachers in the New Westfield public schools during the 1974-1975 school year. At a time when the Master's Degree tends to signify adequate formal training for public school teaching (according to one administrator), two-thirds of the questionnaire respondents had an M.A. or a higher degree. The teachers are relatively young; one-half are between the ages of twenty and thirty, while the other half ranges in age from thirty to sixty. Only two teachers in the district were reported to be over sixty.

The average number of years in teaching for the instructional staff was 9.4; the median was 7.1 years. The average number of years that teachers had provided instruction in the New Westfield Schools was 7.1 with a 4.4 median. Despite the relative youth of the staff, the majority are tenured; in the Intermediate School, 60% of the staff are tenured; and at the High School 73% are tenured. At Glasses only one out of eight staff members is tenured, while at Dolphin eighteen out of twenty staff members are listed as tenured. Although no turnover figures are provided, tenure data indicate that once an individual enters the district it is highly likely he will become tenured.

4. STRUCTURE FOR HANDLING PERSONNEL

Promotions generally occur when an experienced person chooses to leave the teaching role for an administrative position. Typically, teaching provides little chance for upward mobility.

A key feature of the contract is the article devoted to professional evaluation. The agreement notes that the primary purpose of evaluation is to improve the instructional program of the school system. Responsibility for evaluation is assigned to the Superintendent of Schools who delegates this authority to the building principals and department heads. A minimum of two formal evaluations is to be conducted each year for non-tenured staff members. There is no statement of an evaluation process for tenured staff. Any non-tenured teacher who receives a notice of non-employment may request a statement of reasons within five days. They may also request a Board hearing.

For the 1973-1974 school year the starting salary was $8,032. In 1973 the teacher earned an average salary of $10,400. In addition, $7,500 was budgeted for educational improvement. Teachers are reimbursed at the rate of $25 per credit up to $100. This amount is reasonable considering the proximity of Central University, which charges about $35 per credit. The agreement also provides a three-day orientation period for new teachers. One of these orientation days is run by the NWEA. New teachers entering the district during mid-year generally receive no orientation before beginning work.

Other provisions of the agreement that reflect a concern for the needs of teachers are the duty free lunch period, a statement about class size, and provision for sabbatical. Teachers are also entitled to ten sick leave days per year, which may accumulate year to year. The Board also pays the full premium for comprehensive health insurance package.

B. Process Data

1. COMMUNICATION SYSTEMS

The communication system of any organization is the link through which adjustments can be made and tasks accomplished between those who plan and those who implement, those who carry out and those who give feedback. While most organizations have their own formal communication system, adaptive organizations are those in which information flows identify needed change, propose modifications, realize new contingencies, and act to make appropriate changes in functioning. The hierarchical nature of the organization gives structure to the design and functioning of the communication system. Knowing who reports to whom can tell a lot about the information those members are responsible for. If the hierarchical structure is not clearly spelled out, the formal communication system will suffer, and the organization cannot function in an integrated manner.

One of the overriding concerns in the New Westfield School District appears to be the haziness surrounding communication channels. Typical comments made by system members during the interviews were: "You have to know who to report to, and not five or six people"; "In the school system itself, there are times when directions come from many different places...the organizational chain should be spelled out"; "We've had a serious problem in that the superintendent delegated responsibility to three people instead of coming to one and saying you are in charge of reform program."

The following discussion of the communication process will focus on the questionnaire responses. It will highlight the quantitative and qualitative indicators of communication at a general systems level. We will refer to specific schools only when their members as a whole

responded very differently or when the strength of response stands out. As mentioned previously, the units chosen were the High School, Jefferson Intermediate, Glasses, McClelland, Kent Longburg, Dolphin, Family Learning Center, Demonstration Day Care, and the Central Office.

a. Quantitative Indicators

Several questions were asked regarding the amount of contact that occurred in various group settings. When asked how much contact they had with others in their work unit when doing their job, 91% of the respondents said they had either "a great deal" or "a fair amount." From these responses, we can infer that almost everyone has opportunity to communicate with work unit colleagues.

When asked about contact with others within the school district, 65% responded with either "a great deal" or "a fair amount." Most of those who reported very little or no contact were in the High School and Jefferson. When asked how much contact they had with others outside the school district when doing their job, 59% reported "very little" or "none." This was especially true for Kent Longburg, Dolphin, McClelland, Jefferson Intermediate, and the High School. Although it is obvious that more contact would occur within a work unit than across the district-community boundary. it can be inferred that contact with the community which might facilitate the organization's integration into the community is not taking place. Fifty-two percent of the respondents wanted more contact, while 46% wanted the same amount. This suggests a potential for increased communication which might be tapped by the organization and used as a motivator for more integrated functioning of the school system.

When asked how much chance they had for visiting with others in the school district during or after working hours, 68% of the respond-

ents said "little" or "none." Every unit was consistent with system response. When asked how they usually learned what was going on in the district, 30% reported their fellow workers as sources. This was especially true in the Family Learning Center, McClelland, Jefferson Intermediate, the High School, and the central office; 21% reported their supervisors as sources; and 20% said the "grapevine." From these responses we can infer that official channels are not seen as providing the primary information input for the district.

The opportunity for contact is present in varying degrees in the school district. We will now discuss the qualitative aspects of the contact that does occur. One important part of the communication process is evaluation of member performance. When asked how they would know if they were doing their job well, 22% of the respondents said they would know by administrative evaluation, while 36% said they would know by student response. The percentages were about the same when asked when they would know they were not doing their job well. This suggests either that administrative evaluation is not occurring or that the administrative evaluations are not helpful to a large segment of the district.

The staff members were also asked how well the supervisors and his superiors understand the technical problems faced in doing their work. Although 47% replied that the supervisor understands while his superiors do not; 31% said the supervisor and his superiors understand the problems either "rather" or "very well." Only one respondent said the supervisor doesn't understand but his superiors do. Of the nine percent who said the supervisor does not understand at all, the majority were in the High School. It is apparent that most of the staff does not see the top administration as knowledgeable about the

problems they face, a clear indication of a lack of communication.

Similarly, when system members were asked who was most helpful at working out problems connected with job, 53% said "their supervisor," while 26% said their "fellow worker." When asked to define the amount of help they received in handling those problems, 69% of the respondents said they received either a "great deal" or "fair" amount. Of those who reported they received either "little or no help," almost 60% of those were in the High School. There was a similar response to another question concerning whom a member would express a complaint or gripe to: 53% would take a complaint to their supervisor, while 23% would go to a fellow worker. Half of those who would "keep it to yourself" were in the High School. We can infer that, while most feel they receive help on problems and can express a gripe, many staff members do not view their supervisors as the primary source of aid. Only 4% said they would go to the union representative.

In contrast, when asked how free a respondent felt about talking over job problems with his or her supervisor, 81% said "very free" or "fairly free." Almost half of the High School said "very free." These responses seem to conflict with the reported lack of understanding by supervisors of a member's problems.

When asked about feeling free to talk over job problems with the person above the supervisor, only 41% said either "very free" or "fairly free." Most of those who did not feel free were in Glasses, Dolphin, and Jefferson Intermediate. The High School and central office were split on this question as units.

Seventy-five percent of the respondents said their ideas and suggestions were given either a "great deal" or "some" consideration at the unit level. Most of those who said their suggestions were not

given any consideration were in the High School. When asked about such consideration at the district level, only 43% said either "a great deal" or "somewhat." In particular, Dolphin, Jefferson Intermediate, and the High School felt their suggestions were given little consideration at the district level.

When questioned about consideration at the unit level for a serious personal problem that interfered with work, 86% felt they would receive either a "great deal" or "fair amount"; 76% of the respondents in the High School said they received "little" or "no consideration." Clearly there is a distinct difference in communication between the unit and district levels in terms of the member's feeling of involvement in and appreciation by the organization. Indeed, almost three-quarters of the respondents felt that the school district was either "not very" or "not at all" interested in their welfare. The only exceptional unit response were the Demonstration Day Care, where the majority of the staff felt the district was "quite interested," and the Central office staff, which was split in its assessment of the situation.

When asked how much they are consulted where changes were going to be made that affected their job, 55% responded "seldom" or "never." Sixty-five percent of the High School, 70% of the Jefferson Intermediate, 66% of the McClelland, and 40% of the Central Office staff reported "seldom" or "never." This suggests that several units are particularly prone to communication problems, including resentment over not being included in the decisions that affect them.

Similarly, when asked how they would rate the planning, organizing, and scheduling of the work in their unit, about 40% of the respondents said "average" or "poor"; while 33% of those in Jefferson Intermediate and 28% of the members of the High School staff said "average"; and

41% said "poor." When asked who made the most important decisions in the work unit, 46% replied the top administrators (most of these respondents were in Jefferson Intermediate), and 29% said their supervisor. The Family Learning Unit, Glasses, and the Central Office reported that the unit as whole made the most important decisions.

One indication of communication is whether expectations are made clear. Of the 20% of the respondents who said the school district failed to make expectations clear, 40% were in the High School. Some members in the district were disappointed with organizational expectations, but 80% implicitly indicated that channels were somewhat open.

Several open-ended questions were asked regarding working conditions and their improvement. When asked what hindered the work unit most in doing its job, 19% said that access to the administrators was the greatest weakness. Twelve percent of the respondents indicated that lack of communication was their first choice among the three things they liked about their job; 18% indicated a lack of emotional satisfaction including respect, interaction, and participation. When asked what their unit was working hardest for, only 5% mentioned communication. When asked for recommendations that would help the unit to achieve its goal, 21% of the respondents recommended improved communication between members of the system; 7% recommended better communication with the community. We also asked what changes would make the unit a better place in which to work. The largest response, about 20%, centered around improved relations between individuals. This was expecially true in the High School and the Central Office. Those most interested in improving community relations were in Kent Longburg, Dolphin, and, again, the Central Office. There seems to be a discrepancy between what is desired by the district in terms of communication and what

members are actively seeking. We can infer that many do not see real communication as a possibility.

b. Quantitative Indicators

During the interviews a number of members mentioned that much communication occurred via rumors or the grapevine. One administrator suggested: "Ninety percent of the information is through the rumor mills. In small districts it's very easy to find out what's going on because people come back and there's a relatively good flow of communication all the way through." When asked about communication, another replied: "I laugh because they usually say, ask the kids or building employees. [We get] memos. There are a lot of rumors but I ignore them because when things are tight, rumors fly all over the place. I always advise my people to ignore rumors until you're told indefinitely. When I hear a rumor, I come down to this office and I say I've heard this is true. I feel its my responsibility because if I hear it's from upstairs and, if it's only a rumor it's my responsibility to report back upstairs and get rid of the rumor." Another had this to say: "I meet the superintendent, he's been in three times this year. We have conferences, but the grapevine tells everything. I used to tell my students when you first get a job, you keep your mouth shut and listen to what's said. You may not like what's going on but just listen. You have to be very careful. You soon find out how things get back." One teacher responded: "Rumors, sometimes memos follow. A lot of foolish problems occur. We hear about things and don't know officially if they're true or not. A teacher will take a situation, apply the rumor to it, and then do something in reaction that is out of proportion so there are a lot of problems." Another said: "The director [of the unit] attends district meetings and they get papers that are the results of these meetings.

There's a lot of talk in the town because there have been so many disagreements in the school system. There're always some gossip, some rumors, something being written about in the newspapers."

Another communication concern was the district and unit's integration into the community. One person said: "The community sees the school system as being flat on its face, not giving the children what they need. They don't read; they don't write. The students are being blamed for this but the community itself should be blamed. There are a lot of apathetic parents who don't give a damn. They're a problem to begin with. It's twofold; the system needed straightening out, more guidance, more structure, especially in the last seven years, and the parents have to expose themselves too. The parents must get on students. Expulsion doesn't make any difference to the parents." Another said: "I don't know where we're going to be. We live from day to day. We should turn the kids and community on the education as a means of finding themselves out of problems. I don't see concerted education on the part of the community. In early learning stages, the kids don't get essential reinforcement of learning that the suburban kid does."

Communication in general was commented upon. When asked about it one administrator said: "They're confused as to policy and code of discipline. Communication has improved from the administration to the teachers since he has come here. That's improved. In the school system itself, there are times direction comes from many different places. It puts pressure on me. I'm not sure who the parties are. The organizational chain should be pulled out. Who do you go to? It depends on what you're doing. You're torn...you have to know who to report to and not five or six people; you get caught between them. The policy on discipline must be written and set down."

2. CURRENT AND PREVIOUS STUDIES IN AND REPORTS TO THE ORGANIZATION

Two studies of the New Westfield School District by outside agencies have been produced in the last years. These studies have had impact on the organization.

One of the major concerns of the superintendent has been the change in the urban environment and its impact on education. New Westfield reflects the change in racial and socio-economic lines that many cities have had to face. Consequently, the Board of Education funded an evaluative study of the educational process in the public schools. The Institute of Field Studies of Teachers College, Columbia University, was engaged to study the nature of the problems in New Westfield, including the education of black and Puerto Rican students and the human relations aspect fo the educational environment. The study started in the district the fall of 1973. Data were collected via questionnaires and interviews. The final report, The Educational Process and Outcomes in an Urban Setting, was given to the district during the winter of 1975. Basically, the report was a survey feedback document with recommendations. The investigators found an aura of racial segregation in classes, programs, and extracurricular activities; a need for improvement of discipline; a need for improved guidance and counseling; low morale of the teaching staff; and a need for basic improvement in the mathematics and reading programs. The study also found a need for improved racial relations. Many of the white staff did not agree with the conclusions, and they felt they were being unfairly labelled as racist.

The other study was the valuation of Educational Review Program by the Educational Consulting Team, funded by the New Marion State Department of Education. The ECT was contracted to assess the effects of the ERP on teachers and students. The evaluation of teachers focused on the extent to which the teachers were developing the learning units in accordance with the ERP, the extent the ERP was being implemented in the classroom, and the extent to which the attitudes of the teachers (both individually and in administrative units) were becoming more positive toward the ERP. The students were to be evaluated on the extent of improvement in cognitive and affective learning objectives and the extent to which they were mastering the objectives on the classroom learning units.

Pre-tests were given in the spring of 1974 and the post-tests were given in the spring of 1975; the assumption being that the ERP would be fully functioning for a year and the results would be more meaningful. The actual testing was administered by the school district with the ECT evaluating the results. Its report was issued in June, 1975. The report stated: "It is not possible to conclude that the (Educational Review) Program is hurting standardized achievement, but there is also no basis for concluding that the program is helping it." The report also concluded that the results left the issue of validation undecided; the teachers dislike of the Program was found to be intense and widespread, although they were learning to implement it. The monitoring aspect of the Program showed that students were learning and performing as judged by the teachers.

III. INTERPRETATIVE DATA

A. Current Organizational Functioning

1. ORGANIZATIONAL PERCEPTIONS

a. Direction and Span of Attention

The data collection efforts provided a means by which the research team was able to determine the district's direction and attention span toward its interests. This reveals what the members of the system are concerned and thinking about. The following lists some of these issues and the way they are generally perceived by the district:

1) The reform program: prevents people from teaching and causes a great deal of anxiety.

2) The reform program: helps to get lazy teachers to do work and will save the district.

3) Testing and paperwork: overwhelms both teacher and administrator.

4) Permissiveness: parent apathy responsible for lack of disipline.

5) Vocational education: should be goal of education in New Westfield.

6) High School: seen as a "zoo" by the community; result of bad publicity.

7) High School: provides good education, open and flexible.

8) Morale: low; people feel helpless.

9) Confusion: lack of communication at most levels.

10) Elementary school: lack of continuity between grades.

11) Superintendent: his language confuses rather than clarifies.

12) Implementation of reform program: causes problems, not idea or goal of accountability per se.

13) City problems: revitalization of New Westfield key to solving problems of schools.

14) Relationship between Superintendent and Director of Elementary Education: not productive for district in that teachers feel they have no sympathetic 'advocate' for their concerns.

b. Discrepancy Between Reality and Perceived Reality

The discrepancy between reality and the way the organization perceives its reality determines how well integrated the organization is with its environment. When the organization's perceptions are accurate, it not only is able to understand and cope with its environment, but also is able to assess both the internal and external changes that occur and to use these changes constructively for its benefit. This anticipation allows the organization time to avoid a crisis situation that might narrow the options available for responding to change. The preceding section listed areas in which the district was accurately aware of what was going on. The district is also aware of other stimuli, but the research team feels the organization is inaccurate in its perception of these stimuli. There are also things occurring that the research team feels the district ignores or is not aware of.

Aware but inaccurate:

1. Racial problems are the basis of the problems in New Westfield schools.
2. The perception that the level of the student population has changed and the only solution is vocational training.
3. Hilton's style of leadership is dictatorial and the situation will be improved by purging him.

Not aware:

1. How different and varied are the perceptions of the problems of the district.
2. Accountability is coming whether people want it or not.

2. ORGANIZATIONAL KNOWLEDGE

a. Acquisition of Knowledge

(1) Methods of Obtaining Knowledge

New Westfield is a district that has numerous opportunities for gaining new knowledge about its environment and itself. It is urban, has had an influx of young teachers during its recent history, and has access to Central University.

From the interview sample, there does not appear to be much input from two consulting sources, ECT and the General Assistance Center. There does not appear to be much useful input from the staff that is used. One administrator said:

> I haven't been able to make use of my experience as much as I would like. I did gain a lot of experience in the district. There are things in terms of workshops and curriculum development that I'd have liked. The combination of time and attitude prevents. Most people are unhappy with the system. We have an urban school. There are disturbances; it's tough to work here. The reform program makes it more tiring. It adds two to three hours a day to their work. There's anxiety as to whether they're doing it right.

Another said: "There's a running battle between the city administration and the Superintendent. Keeping up is hard. Neither tells the other very much, only what they have to. We have contacts in other systems. Enrico Lala contacts other districts and reads literature and makes us aware when appropriate. A number of teacher serve on Boards of Education elsewhere. Others have served and maintain contact."

One department chairman said:

> Many people in our department belong to professional organizations. We get bulletins and keep up. Most have attended summer institutes to upgrade their background. Through the years we've been able to examine new courses that are available and have made judicious selection most valuable to our system. We check about what new texts are available. After two years something may come out more applicable to our student body. In one course we completely wrote it on our own because there was nothing around. It started experimentally with one class.

One central office administrator had a different point of view:

> Things come up at meetings. Generally we find out about problems by word of mouth or at meetings. They always have the option of writing a memo to anyone in the central office or to the principal. I got a couple of things right here where supervisors have made certain suggestions and those come to us and we make a decision on the merit or we take it to the administrative council. The directors have their own council and follow basically the same procedure. There's a lot of feedback and cooperation.

One teacher said: "The teacher would decide to use his or her talents themselves. If they were artistic they could use it in their work. Another teacher used modern dance because she'd been a dancer. There is no special encouragement to have her use her talent. Some teachers just do things because they are artistic, not because someone asked."

Another administrator said:

> We get to get out and see what's going on. At each conference we're able to go out and visit. Also there are conferences within New Marion and New Book. Most administrators do this. You get to see more than the NMEA conferences. We're looking to see other districts which are into individualization, to see what they're doing that we're not. We're also interested in materials to do the job and meet the objectives. We go to see programs in bilingual education. We want to see what other places are doing.
>
> They made me a master teacher and did make use of the expertise I'd shown in the other districts. We all do. If teachers under me have expertise in a field, we use them in that field. Most areas do. Mr. Hilton makes use of them to go to a specific conference and come back and relate information to everyone else.

Another teacher said: "It's a sad thing, they don't take advantage of the talents we have. That's one of the ways they can pull us together next year. They took a creative teacher who should have been teaching a senior class and put her in the tenth grade. She had been in the senior class for a few years beforehand but they just put her into that grade. It was no good; it crushed her spirit." Another said: "We find out things from the local county organization, the state teacher's organization. Teachers are involved in outside activities and from teacher room conversations. It puts the wrong person in the wrong job. It's all politics. It's not what you know but who you know."

Another teacher described the degree of internal cooperation in this way: "Very little, if you kiss ass the person reciprocates. Don't expect anything unless you have something to give in return. There's a great deal of avoidance, very little academic interchange. It's not good if you're young, leads to social and employment problems."

Still another said: "They [the administration] care not at all; you may have a lot to offer but they don't care. Things happen from the top down. They're unconcerned. You can have knowledge and experience that they should be aware of and use but they don't."

(2) Degree of Receptivity

As previously mentioned, three-quarters of the questionnaire respondents said that their units gave either a "great deal" or "fair amount" of consideration to their ideas. This dropped well below half when the respondents were asked about consideration at the district level. It is clear that much of the staff feels that they are unable to provide meaningful input into the system.

3. EMOTIONAL ATMOSPHERE OF THE ORGANIZATION

A number of questions on the questionnaire dealt with the prevailing mood of the organization. When asked, "How well do you like the people in the school district?" only 8% of the respondents said "very little" or "not at all"; most of those responses were from Glasses, the High School, and the central office. When asked to rate the way people get along, only 7% said "rather unfriendly" or "very unfriendly," with all of those responses coming from the High School or the central office. When asked whether they wanted to change the distance of relationships, 26% wanted closer relationships, while 70% wanted to maintain the relationships in their present condition. Generally, the staff views the day-to-day contact with co-workers as friendly.

When asked to note the cooperation they get from others in their unit, 70% said "excellent" or "good," 21% said "fair," and 5% said "poor." The "fair" ratings were mainly from Jefferson, the High School, and the central office; and all "poor" ratings from the High School.

When asked how much tension and friction there is among members of the work unit, just under half of the respondents answered either "a fair amount" or a "great deal"; almost all of those responses were from Jefferson, the High School, or the central office. When respondents were asked how much tension and friction there is between the work units in the district, 34% said either a "great deal" or "fair amount"; most of those responses were from Jefferson, Glasses, the High School, and the central office. Thus, while most co-workers are seen as friendly, there does appear to be a discrepancy in regard to cooperation, tension, and friction.

When asked how good is the work done by their unit compared to other work units in the school, only 8% responded with "below average" or the "very worst"; almost all of those responses were from the High School. When asked how much turnover (usually a good indicator of morale) have you had in your work unit during the past two years, 29% of the respondents said "a great deal" and 28% said "a fair amount." These two responses were especially prevalent from the Demonstration Day Care Center, Kent Longburg, Jefferson, and the High School.

When asked if, because of unusual problems or emergencies in the work unit, they would perform extra duties, 17% of the respondents said they'd "rather not be asked" or would "refuse if possible." One of the most pervasive feelings concerns the district's interest in member's welfare. Almost three-quarters of the respondents said the district was "not very interested" or "not at all interested" in their welfare. This type of response was true for a large part of every work unit, except for the central office staff, which was evenly split between "interested" and "not interested" responses.

Sixty-one percent of the respondents would not recommend that a friend work in the school district. This was the response of a large majority in Jefferson, Glasses, and the High School. When asked if they would want to be working for the district five years from now, 53% said "no"; a majority of the Demonstration Day Care, Jefferson, Glasses, the High School, and central office units responded "no" to this question.

4. ORGANIZATIONAL ACTION

The research team was also interested in members' perceptions of the energy level (i.e., pep, bounce) of the district. During the interviews, a number of people were asked about the energy level and whether or not the energy was put to good use. One department chairman responded: "A great deal [of energy], both positive and negative. A lot of action; fighting in the hall, noisy. It makes it difficult for the teachers. The staff lacks energy. They're as energetic as any other staff." Another said: "With the morale, the amount of energy is going down. The Superintendent has tremendous energy and puts in a tremendously long work day and has lots of ambition. The rest don't feel the same. The vitality has been reduced; it's become weaker. The cohesiveness is not what it was. We've lost some excellent people and this will continue. If the right opportunity comes, I wouldn't hesitate to leave if the right position comes up."

One director had a different opinion:

> Vitality is linked to morale. Energy is expended because they have to, not because they want to. This year a lot of teachers were let go. It's not the energy of ten or fifteen years ago. If I were starting over and knew the situation I wouldn't have applied. I would tell new people about the lack of morale, the lack of concern about learning. Some form of dress code should exist. Sometimes you can't tell the teachers from the students. The students

> can stop the school system cold by rioting. They try to eliminate trouble makers but they all try to get away with things.

One central administrator said: "Less energy than most systems. By the end of the day, the teachers are drained. Physically and mentally they're dragged out. It's an emotional steeple chase. There's no time for social contact now. Teachers are working hard and when the day ends they just want to relax." Another said: "It's an urban school district and an incompetent personality. You try as hard as you can but try and fail. Cover up and say nothing. Wasted, non-productive energy, energy for griping and feeling frustrated, doing things over and over again. So a job, if you were competent would take you an hour, takes you ten--then you're told to do it again." Yet another teacher commented: "[There's] a lot of energy that has to be channeled. Everybody's pulling in different ways. Many are trying to push forward and there are those who are always going backward. A certain percent is almost degenerating, trying to remain traditional. To pull away from what's ongoing they're almost going back and not even remaining where they were."

An administrator commented that energy level was: "Tremendous, not utilized wisely. I have mixed emotions about the educational reform. Teachers are working harder and longer but accomplishing less educationally. The form of writing may be so consuming, but it may be only this one year." One High School teacher said: "It's got lots of energy, lots, but it's all geared in the wrong direction, all the time!" Another responded: "Very little enthusiasm. I just can't see those kids going out in the world because they don't have any training." Still another said: "Very little pep, I guess because it's nearing the end of the year and in part the new educational reform thing." Another

said: "A lot of negative energy exists, doing things that aren't constructive. Teachers belittle students. The students are always fighting, bomb scares, running up and down the stairs, hurting each other, cutting, a lot of energy but all used negatively." One special unit teacher said: "There's much energy, some of it is useful but a lot is wasted." An intermediate school teacher commented simply, "No energy."

Clearly there are varying opinions as to the level of energy in the system. The research team feels that the amount of energy expended during the district's recent history is considerable. Much of this has not been productive, and more importantly, no mechanism has been established to make it productive for learning about itself and the environment.

One central office administrator summed it up by saying:

> I've never seen a district in the United States that has done so much in terms of volume of work. The unfortunate thing is that to generate paper doesn't necessarily mean to effect change. But quantitatively, in terms of now having instructional objectives for every course in the district, K through 12, and having done that in a period of a year and a half, to have an official learning unit on file for every single course in the district is something that many districts aspire to do in five or ten years.

B. Attitudes and Relationships

I. CONTEMPORARY ATTITUDES AND RELATIONSHIPS WITH OTHERS

a. Range, Diversification, Depth, and Constancy

In this section we will be concerned with the dimension and intensity of attitudes and relationships held by the district toward parts of its internal and external environment. We include: range, or the perceptual distance of relationships; diversification, or the different types of relationships; depth, or the intensity of relationships; and constance of relationships.

One of the most prominent features of the functioning of the school district is the attitudes toward the client system, the students. Generally, the teaching staff maintains two views toward the changing student population. A number of interviewees suggested that the staff no longer sees the student body as college-bound. Teachers were criticized for not being alert to this. One building administrator made the following remark about teachers who had worked in New Westfield for a number of years: "They still see the High School as a feeding ground for college. They're still living in a dreamworld where every kid goes to college. This is particularly true of the department chairmen who are all sitting in their own world. We're heading toward career development."

Many teachers and some administrators believe that a partial solution to the problem of educational uncertainty would be to create a vocational goal for the system. This solution conflicts with the thrust of the ERP to raise the achievement level of the system. Many others see the school system as one which could provide quality education without necessarily retreating to a vocational approach. The Teacher Action Regarding Education Project, however, which has been funded for two years by the ESAA, showed the concern of the teachers for the changing racial composition of the school system. This program, which tries to reduce withdrawal of white students from the schools and to promote understanding of teacher-minority student issues, was run by the NWEA exclusive of the school board.

During recent years, the black parents and community have become more vocal rather than more powerful, except as personified by the superintendent.

As one department chairman noted:

> Since we've had racial problems, they're been listening more to the black community than in the past. Sometimes people say they bend over backwards to give them things and ignore other groups. It's been said, 'You're doing so much for the blacks, you're ignoring the whites now.' That's the problem, we haven't been able to get these groups together until after the situation develops.

The attitude generally seems to be that the community poses more of a problem than a resource. One elementary teacher put it this way:

> Many of the teachers don't live here; they don't care about what's going on. They don't get involved or concerned about getting more money for programs. They don't feel one way or another about what's going on. The teachers, parents, and students should really hold hands; unite together for achievement. Parents generally don't see that the conferences really benefit a child. Teachers check off report cards, pick up their checks, and go home. They're really using the children. The kids are used as a weapon to get back at the parents. The kid is like an object. The parents really should rule the school, they should be involved, and understand what makes school work.

Thus, while the school district looks at the community as an irritant and the source of conflict, it also wants the parents to act as a resource. The data suggest that some try to place the blame for the discipline problems on the parents.

The news media, especially the local newspaper, is seen as an unrelenting bearer of unhappy news about the school district, even though only 6% reported that they most often learned what was going on in the district from the newspaper. Many system members feel that the New Westfield Sentinel sensationalizes the events in the system that are perceived as disruptive, while it ignores or plays down events that are perceived as good news. One department chairman said: "The newspaper paints a terrible picture of the school. A lot are misconceptions.

The paper plays both sides; they tend to discolor a lot of things by emphasizing the bad and not the good."

One local newspaper editor responded:

> Well, that's what the newspapers are accused of on everything.... How can we avoid doing stories when there's a walkout in the school, and when the schools close for four days because of violence in the classroom; so it's one thing or another. You can't ignore that, you have to put it in the paper.... It's got to really have the overriding compulsion before we put that on the front page.

There was surprisingly little discussion of the relationship beween the district and the governmental agencies. Although the school budget had run into opposition from the Board of Estimate, requiring the intervention of the State Education Commission, very little was mentioned about it. The issue was perceived more indirectly as the condition of New Westfield as a city. One central office administrator put it this way when interviewed:

> [It] depends on money. We need funds and can't burden the city taxpayers any more than already. We need other funds from the state. You can't do much without money. Instructional materials are important. Money is critical. Look downtown. Every store that closes is money we lose. We've got to revitalize and make it look attractive for people who want to live here. The whole future is dependent on revitalizing the town.

When asked to rate their pay and benefits, 69% said "above average," 8% "below average," and 8% "average." This response connotes a passive stance. Although a number of staff members did mention conflict between the Mayor and the school system, including the Board of Education, they appeared to be very distant from such a crucial issue.

Generally, the attitude toward the research staff was lukewarm. Members of the organization were willing to talk. Some viewed the research staff as providing an opportunity to discuss their views;

others as people involved in a study that would do them much good. The staff was viewed with respect and courtesy almost all the time.

6. MASCULINE - FEMININE ORIENTATION

Except for McClelland (which is a special school), the High School, and the central office staff, the school district is overwhelmingly feminine. This follows from the goals and tasks of the organization, which is ideally a nourishing one. Because of the constant upheaval in the system, the district faces severe competition from private and parochial schools for the white segment of its student population. Although some action has been taken, including the TARE Program and efforts in the area of regionalization, a basically passive attitude (which might be classically considered feminine) prevails.

Some data, however, suggest that part of the function of the male administrators is more masculine in orientation. One teacher suggested:

> [There is] a 'jock' mentality. I'm a former 'jock' so it's not personal. The way it works is that the former athletes are made administrators because the idea is that good coaches control the boys and lead to good discipline. From the Superintendent on down they have this 'jock' attitude. The people who train you in BOLUPS are 'jocks.'

When an administrator was asked about recommendations he might make, he responded:

> Give up air conditioning, cleaning the cafeteria, interscholastic athletics, cheerleaders, school psychologists, and psychiatrists. We're here for teaching and learning. Give up those things that cost the most and meet the least need. Intramurals are fine. Fifty thousand for student activities is ridiculous. Don't give me a reading teacher, but four assistant coaches at $1,000. These kinds of priorities haven't been made.

2. RELATIONS TO THINGS AND IDEAS

a. Quality and Intensity of Relations to Management Systems

The preceding sections have focused on the organizational climate in general. In this section we will deal with the Educational Review Program.

The Educational Review Program is a management by objectives system designed to raise the achievement level of the students. In general, each subject is broken down by grade level and unitized for a four-to-six-week time period. These units are officially referred to as Behavioral Outcome Learning Unit Plan, or BOLUPS, in the district's vernacular.

Each learning unit is subdivided into seven parts: (1) the Pre-test, which determines where the pupil is in terms of stage objectives; (2) the Preface, which is a summary of the general objectives; (3) the Content/Process Outline, which is a sequential listing of the material a unit covers; (4) the Cognitive Processes, which identify the specific thinking skills the student will develop in order to solve the problems presented in the unit; (5) the Specific Objectives, which are statements written in behavioral and measurable terms describing what the student will be able to do as a result of the instruction received; (6) the Instructional Methods and Activities, which are a description of the methods and techniques used by teachers to individualize instruction; and (7) the Posttest, which measures the student's content achievement and process usage at the close of a specific learning unit.

The program includes the following: (1) teachers are required to develop performance objectives for each course relevant to instructional content, a conceptualization of relevant cognitive processes, and strategies for teaching and student learning experiences. This includes

the development of pre- and posttests to measure student progress; (2) teacher evaluation includes review by the appropriate supervisor of the teacher's written instructional strategies and quality of instructional performance (professional development); (3) teachers are required to prepare an item analysis for a pre- and posttest student performance report; (4) teachers are required to maintain documentation of student work and grades; (5) teacher evaluation includes a 'reliability check' whereby an observer joins the supervisor of a teacher randomly selected for observation; (6) teachers are required to report student progress to parents by objectives.

The Review Program has been a major development in the organizational management; it affects daily operation, both in theory and practice. During the interviews and on the questionnaire we asked individuals in the organization to give their impressions of the Review Program. We will present the questionnaire responses as an overview, then key in on more detailed interview comments. It is important to note that questions on the written questionnaire did not ask specifically about the Review Program. Instead we used "accountability," the generally accepted term for educational management systems. This terminology was intentional. The research team wanted to know if in fact: (1) people knew what accountability was; (2) people identified accountability with the Review Program; and (3) people knew they were involved in an accountability system.

When we asked the members taking the questionnaire what they understood one of the purposes of an accountability system to be, 26% gave no answer, 17% said "planning for system efficiency and effectiveness," 16% said "to produce better teaching and teachers," and 12% said "to measure and assess teacher performance," 5% responded "to insure uniformity and control," and 7% said "personal aggrandizement of administration." Almost all of the responses from the last two groups were from the central office personnel. Thus, most respondents saw the purposes of an accountability system to be beneficial.

When asked if people would like to know more about accountability systems, 62% responded "yes," and 30% responded "no." The only unit with a majority of negative responses was Dolphin.

When asked why they wanted to know more about accountability, if in fact they answered "yes" to the preceding question, 46% gave no

answer, 25% said "I don't know the purposes, need or advantage of accountability," and 7% said "to learn how to produce better learning methods and curriculum." Only 2% said "to learn about negative aspects." When we asked the staff who they could ask in their school district for more information about accountability systems, 24% gave no answer, 23% said "the Superintendent," and 22% said they "didn't know" or "weren't sure." Of those who "didn't know" or "weren't sure," most were in Dolphin the High School, and the central office. Sixty-three percent knew the district had an accountability system, 13% did not know if the district had such a system, and 21% were "not sure."

Similarly, when we asked those who had answered "yes" to the previous question if they were directly involved in the system, 49% said "yes," 25% did not answer, 17% were "not sure" or "didn't know," and 9% said they were not involved. We then asked in what ways they were directly involved in the accountability system; 44% gave no answer, 20% said "generating objectives and/or goals," 10% said "evaluation of student achievement," and 8% said "documentation and paperwork."

When asked to rate the district's accountability program, 29% of the respondents did not answer or said "not applicable"; 35% rated the system "poor" (with most of those who gave this response coming from Jefferson and the High School); 18% rated it either "fair" or "average," and 17% said it was either "good," "very good," or "excellent." Thus, while many staff members indicated interest in learning more about accountability systems, they did not perceive them to be very good.

We also were interested in suggestions that members might provide for improving the district's accountability. Forty-two percent did not respond, 16% suggested better materials and procedures to monitor and record student achievement, 12% said "more teacher/administrator involvement in the planning and evaluation process," 10% suggested a

"better understanding of roles of teachers, administrators, and community by each other," and 17% suggested "change of personnel," "do away with the system," or "removal of threats and harassment." These results again show interest in accountability systems and desire to change the Review Program for a more cohesive organization.

In order to understand the impact of the Review Program on the system members, the research team asked specific questions about the Review Program. The responses reveal the depth of feeling. One department chairman said: "Last year I had a great deal of latitude. This year I'm not a curriculum leader; I feel like a clerk. I implement as things come down. Last year I had more responsibility. You don't have as much commitment."

Another said:

> The Review increased the volume of work. It requires more diplomacy on the part of department chairmen to keep their people happy. People are very disenchanted with the program. We act as buffers, caught in between. We're not totally satisfied either. The teachers are unhappy and have to try and sell them on the quality of the program, even though we disagree with it. Most of us agree with it to some extent. We all see certain things as being advantageous to the district and us. Others are totally valueless. We still have to work with the teachers and keep them happy. If you bring something to do over again, they're not happy but it's got to be done. The volume of paperwork is fantastic. It's created all sorts of problems. Finding new materials for implementing the program is harder. Things are always changing. You can't count on anything to be stable for any length of time.

A director commented on the necessary flexibility:

> Mr. Hilton started it (Review Program). I would not regard it as the best manner of approach. People were not involved in it. That may be the only approach that was possible. I'm open enough to say that possibility exists because once you bring everybody into the process, you defeat the process of decision-making and nothing ever happens. There's absolute rule, authoritarian administration; there's absolute everybody input, and neither is good. You need representative small groups. Have input from people. I think the Educational Review Program at the elementary level will give excellent results because for the first time there's organization,

> structure of what we're trying to teach at the elementary level. That's fine for the elementary levels, but on the secondary level, it's too structured. You have to capitalize on learning situations. You can't say we're going to study this at this particular time. You have to use opportunities educationally. You have to be able to change around.

The conflict between theory and practice was also felt:

> Review, I like the idea on paper, it's good. Some of the goals I can't go with. It's one of the leaders in the state, thorough and efficient they say. If the students misses days it can't work. It's an awful lot of work and in-service training. Only people who are employees of the day program received that training. Some people don't know what it's all about, strategies and pre- and posttest. I didn't realize initially the amount of paperwork involved. To ask the only ones who could do it, the people involved in the day program to add the extra work would not be possible. I would lose staff. It's beautiful on paper but no one does it. Educational Review requires more than two hours a week contact. I am my secretary. I don't have the luxury of time, to adequately supervise, and the Review Program requires time. I would have to pay my staff for inservice training. I agree with the goals but it can't work for me. Adults are funny about testing so we haven't implemented it.

One building administrator said with regard to the Educational Review Program:

> Horrendous. The amount of work and all the changes in rules as you go. It breeds distrust throughout the system. It may take a few years to live down. The program was too much, too soon. Should have been done on a longer time span, in smaller segments. I get involved in grade reporting and that's a problem. We go so far and then go backwards. At first it was done right in class, then they were turned in, and no clerks were used. Then they were mailed home, tying up a lot of staff. Now we're back to pieces of paper that must be collated. A computer would help. The kids, parents, and teachers don't understand the marking system.

One central office administrator said:

> There was no structure and our scores were low. The first year I was here...the community groups prepared a report. In New Westfield they'd had a very good sen-

sitivity training and human relations workshop. A lot of teachers went into sensitivity training and developed 'You can't learn but I'll love it (attitude),' so we were administering a lot of love and understanding to the kids and no academic instruction. The Review Program says that despite what you think these kids can learn just as well if you expect them to perform. They're that blunt about it. They got to be able to read and write, to fill out a job application.

Similarly, another said:

There was a lot of plusses to Educational Review, the teachers and students see it. We implemented it over a period of time that was just too compressed. Pressures developed that made it difficult to accept change. There were pressures in terms of accountability. After ten or fifteen years your lesson plan is ready, written in your head, you go to work and know. The first few years you spend a lot of time prepping for a class. If you enjoy it for yourself and the kids, learning will take place. Enthusiasm is contagious. The implementation for people accustomed to teaching on a day-to-day basis using lessons used for the past ten years was a big change for them to cope with. A lot felt threatened by it. Accountability is different. Nobody wanted to be put on the line like that. Assurances were given by the central office staff trying to relieve the anxiety although this goes back. The assurances weren't strong enough and better ones could have been given. To implement the system it was felt it had to be pushed, and forced on a number of people. In some cases there wasn't enough assurance, not enough sympathy for the plight of the teacher in learning the system. Not enough compassion. A number of people quickly disagreed with the whole program and had a bumpy road.

One High School teacher said:

It was instituted at a general meeting through the teachers. The whole package was thrown, no explanation. Everyone was expected to do it properly the first time around. The whole thing was poorly done. There was a K through 12 grade meeting concerning this, which was absurd because the elementary and secondary should be separated. The process of writing units is ridiculous. They had to look at cognitive processes with the learning units and I think this absurd. All I did was paperwork and needed bookkeeping experiences. I feel that the children are not learning the basics and it should be a back-to-basics-type approach. The home and parents are apathetic and the parents blame the schools for the problems. Teachers are concerned by scare tactics. If the program had been introduced in a fair way

> it would have been okay but I feel it was done like satan. Pages and pages, before it was nothing like that, there were lesson plans and the students did just as well. It's getting the teachers off their asses that's the important thing. Tests are ridiculous. Students don't know things to begin with so what sense is it to give them pre-tests? Basically, I'm very negative about the whole thing.

The administrator of a special unit said: "Review has given me more structure within which to work. I know what my teachers are expected to cover, what kind of materials I need to order for them, and I can look at the children and see what needs to be done. Now we get a lot of filmstrips that I need, I can order while looking at the curriculum."

Another building administrator said:

> It required my doing staff training and motivation. We must keep up certain standards. I don't know the earliest history but Mr. Hilton came. He wanted to be able to know exactly what was being taught in the district. He set up course descriptions coupled with the state Department of Education. These two large units produced the Educational Review. We're doing old stuff that's been around for ages. Clearing houses of objectives have been established. They stress pre- and posttest. Each will take whatever measures they decide to take. There should have been an introductory period. The district saw Educational Review as theirs. People feel detached from it. The principal feels an obligation to be supportive and I'm not sure what individuals feel about it. Conceptually and philosophically as a form of education it's okay. I don't think it's the only way to do it. I don't think there's anything about it that's innovative. This was a part of my teacher training and it's very old. A very necessary part, the team building, never happened. Without cooperation at all levels it fell apart. There's no harmony.

One elementary teacher said:

> Teachers are very uptight, there's too much to do, too much responsibilities, too much paperwork, no help and very bad relationships between teachers. The Christmas parties used to be a lot of fun but now we don't have Christmas parties any more. There's a lot of mistrust between teachers. It pretty much depends on this new

grading system whereby the teachers are required to be accountable to the parents by saving a lot of papers. They're very uptight about this and they don't like that the evaluation of the students has to be substantiated by documentation. It's kind of a kick in the face. No longer is the teacher's word enough that the student is doing well; it has to be documented. There is some distrust between the teachers that they are out to get each other. Failure and lack of trust by the administrators has developed a whole sense of mistrust and lack of trust in the whole school. Too much stress, too much testing, too many papers. All papers are kept so they can be sent home to verify grades. It is insulting to the teachers to send home papers to verify. The objectives are very threatening to these little kids. The kids don't have any sense of personality. They're crying now because they're not reaching those objectives any more. The judgment is no longer personal of the teacher, it's a judgment that's standard reached by someone outside the classroom. The kids are uptight.

The remarks of an intermediate teacher were:

The ERP was introduced three years ago, crash program. I don't know why I see it as one man's fetish, the Superintendent. It's supposed to be a panacea for ills. It was tried without success elsewhere but he believes it will correct the situation here. You don't build a new house because the roof leaks. He has caused redundant objectives, he's constantly going over things because there are different objectives for different teachers and levels overlap. There are a series of objectives from 1 to 12 grades. Must show progress from one objective to the next or you're not doing your job in the classroom. Can't expand an idea, must show progress, and go on to the next step. You can't develop a concept, as a result, you gloss over things. You get memos from the central office when you don't show progress. It's inhibiting and must cut the kids short, we cover half the subject matter. There's just too much paper.

One building administrator had a positive response:

It makes curriculum more organized. We are somewhat unique, we have no department heads, only teachers. We had information that needed to get to teachers, not a vindictive monitoring of a "let's sit down and try something different" to establish an authorized record keeping procedure. It has pulled me not as much into the mainstream as the principals. It's pulled me into a position directly under them where I have come into direct supervisor because of things

> I believe in one way. It's caused some conflicts, I was just a disciplinarian and miss the direct contact with kids, but it's given me a chance to broaden myself. I'm supposed to be in line for whatever principalship opens up next. That's not a major concern now, but I'll at least have the knowledge curriculum-wise. I have the administrative school management, but to really get into the curriculum has been beneficial.

One community member said:

> The teachers indicated that it put so much paperwork on them that there wasn't as much time to teach. I think that's been refined. The parents had the impression that the teacher couldn't teach to the individual child as much. Everything is the same. You have eight objectives and this is what you do. There's no initiative for the teacher in doing something interesting. Now I can see there should have been some leeway. The report card I feel is fairly clear and supposedly gives you a lot more information about what your child has accomplished. I can see that on the grade level but I'm not sure that a couple of pages of things they're marked on are necessary for parents at the High School level. My concern was that for this reform they have the pre- and posttest and it sounds like on some of the pre-tests they might get everything right and then they still have to stay through the same posttest. You got to do the same thing over again. If they got them all right they were supposed to be working on the same type of thing but at a much different level. On some of these, say advanced algebra, how can they all be working on the same type of problem at different levels? That doesn't quite make sense.

It is clear that because of the controversy over the Review Program, members are aware of it and feel very intensely about it.

b. Meaning of Work for the Organization

Besides the accountability system, the research team was also interested in the way members of the district viewed their work in general. Both the questions on the questionnaire, which will be discussed first, and the interviews attempted to more thoroughly investigate the meaning of work for the staff, rather than provide a superficial view of behaviors.

When asked about the most important service their school or unit provided, 42% gave responses dealing with "general education of students," with the majority of these responses from McClelland and the High School units; 18% gave responses dealing with "education for individual needs," and 11% said it had "none" or gave a facetious answer, most of these responses from the High School. The central office was particularly spread out, with the most frequent response being "general education," "community relations," "education for individual needs," and "to generate objectives and/or assess achievement."

For 36% of the staff, the greatest strength in providing this service was a competent teaching staff; 15% saw their greatest strength in the orientation to instruction for individual needs; and 17% gave a facetious response or didn't answer. Most of those who gave this latter response were from the High School.

When asked about the unit's greatest weakness, 34% felt it involved instructional supports such as materials, facilities, or the budget. This was a frequent response at the Demonstration Day Care Center, the High School, and the central office. Thirteen percent felt the greatest weakness to be the lack of a climate supporting teacher flexibility and instruction, with all of these responses coming from the Jefferson and the High School. Eleven percent gave responses dealing with access to the top management, while only 4% felt the greatest weakness was "too much change or innovation."

The research team was also interested in quantitative and qualitative changes in the unit. When asked how much their unit had grown in size during the last five years, 41% said "a great deal," 26% said "somewhat," 23% said "not at all," and 10% "didn't know." The greatest variance was in the High School where 50% said it had grown a great deal"

or "somewhat" while 40% said "not at all." There was even more change in the qualitative [other than size] condition during the last five years; as 63% reported their unit had changed "a great deal," 24% reported it had changed "somewhat," 4% reported "no change," and 7% "didn't know." In all units the majority reported "a great deal" or "somewhat."

When asked what change was most noticeable in the work unit, 33% reported that curriculum had changed the most. This was the most frequent response in all units except the Demonstration Day Care Center, the Family Learning Center, and the central office. Twenty-three percent reported their "responsibilities" were the most notable change; this being most frequent in the central office. The rest were split between administration, faculty, and students. Only two members responded "budget."

When asked for three things their work unit was working hardest for at this time, the first choice of 44% dealt with "instruction for individual and special needs of students." This was the most frequent response for Demonstration Day Care Center, Kent Longburg, Dolphin, the High School, and the central office. Fifteen percent gave responses dealing with "improved allocation and use of educational resources, materials, and facilities." This was the second most frequent response in the High School and the central office. Ten percent gave responses related to "providing students with a general education for the future."

When asked for three recommendations that would help the work unit achieve its goals, 22% gave responses dealing with improved communication, understanding, and cooperation with all segments of the district life; 20% gave responses dealing with the quantity, allocation, and use of educational resources including material, facilities, class

structure, and time; and 16% gave no answer.

We were also interested in what the members felt their job duties to be. Forty-one percent gave replies dealing with teaching that involved the cognitive domain. This was the majority response in Dolphin, Jefferson, Glasses, and the High School; 18% gave replies involving administration of a building or working with administrators and/or parents; 13% gave replies dealing with instruction for individual and special needs of students. The interviews provided an even more vivid description.

One special unit teacher said:

> The place was pretty rough when I came. The kids are wild, they're real problems. There are some real racial problems, but these are no longer present today. Only a few people have stayed on, most of the teachers got fed up with the problems and left. The school has built a reputation, the graduates have done well. The teachers are doing a good job. The school has developed a reputation for success and this has a great deal to do with the good conduct in the school at this point. The kids have learned the rules and the way things are done. There's been a lot of change. It's too academically oriented. There must be more career orientation.

When asked what he did, one intermediate school teacher said: "I try to educate the children. It's hard to do here, a real problem. There's no consistency because of administrative fears of stepping on toes in the community."

A first grade teacher said:

> There are just too many kids. The present way of grading kids and the present ERP require teachers to lie about student achievement. It is very difficult to judge solely on the basis of the objectives that were set up under the Project Review. In a marking period it was very difficult to judge whether students had achieved certain objectives. In one marking period there might be nine objectives while the next there might be three, so a lot of teachers fudge the first marking period in which there are eight or nine objectives to reach, knowing very well the kids spread out

> three or four of them. Therefore, the teacher would spread out the objectives over the two terms rather than trying to get them all in. Teachers were pressed for time because the time schedule for the objectives did not relate to the reality of what the teachers could do with great numbers of kids. There are no aides in the classes; therefore, it's difficult to deal with all the objectives that are being required for student achievement. To deal with nine objectives in a marking period with 26 kids is almost impossible to do myself.
>
> I don't feel that the testing that was being done really measures a lot of the important achievements of the kids. Some of the objectives are rather obscure, abstract, unimportant. One of the big things is whether the student knows his last name, address, or had a sense that he was in a class with other students. These goals were not included in the objectives. The implication is that the objectives do not reflect the importance of the objectives the teachers see, the very basic objectives are not reflected in the Review objectives. The teachers have no part in generating the objectives or grades. This was done by the elementary curriculum supervisor.

Another special unit teacher said: "This is not a very happy place. If it weren't for the staff it would be bad. It's not a place where people are really glad to come to work. Some kids are hard to handle but for the most part they're okay. There's a lot of distrust coming from the director and finding its way to everyone on the staff. There's this manner of relating negatively to the staff." One department chairman had a more positive view: "I'm responsible for the schedule, handling discipline, [and] curriculum problems. [I] listen to complaints of students, purchase materials, and substitute for teachers as well as conduct interviews. I like what I do and feel I'm suited for it. I have no aspirations to another job. I put in long hours and enjoy doing what I am. I've never taken a sick day and don't intend to, God willing. I feel I'm doing a good job.

One central office administrator said:

> I answer questions all day. I talk to people and write memos. I feel very secure here, not because

> of the conditions around but because of the kind of person I am. I'm in constant conflict and confrontation with other people; not the people who work directly for me, but I am responsible for getting everyone to cooperate and am supposed to do that in as friendly and positive a manner as I can. The ultimate responsibility is to get them to do it.... The climate has changed in the last six months from one of 'I don't know what you want me to do' to 'I disagree with what you want me to do.' At least now everybody knows, the confusion is gone and now the morale is low.

C. Authority, Power, and Responsibility

Another part of the research team's interest in the organizational climate of the district is the way the district members relate to authority figures. Several questions were asked on the questionnaire that related to such a concern. When asked how much supervision they got, 67% replied either a "great deal" or "fair amount," 32% said "very little," while 2% said "none." Most of the "very little" responses came from Jefferson Intermediate, the High School, and the central office. Sixty-five percent rated their supervisor as "excellent" or "good," 17% rated "fair," and 19% said "poor." The "poor" responses were particularly apparent in Glasses and the High School. Twenty-two percent would like "more" supervision, 68% "the same" amount, and 9% would like "less." The desire for more supervision was clearly apparent in Kent Longburg and in the High School.

We also asked questions requesting respondents to rate the ability of those who ran the work unit and the district. Of the respondents, 66% rated the unit managers as "excellent" or "good," 21% said "fair," and 9% said "poor." These last two responses were particularly evident in the High School. Five percent did not indicate any response. On the district level, 12% said "excellent," 29% "good," 28% "fair," and

30% said "poor." The majority of the High School respondents said "poor," while one-third of Jefferson Intermediate responded similarly.

The way the district introduces a new staff member and the type of inservice training provided are considered to be good indicators of the organization climate. Comments about the High School included this from an administrator:

> It's not much different [than before]. The department chairman acquaints the teacher with procedures. There's a short meeting with the principal and the vice-principal. The introduction of a new teacher should be a longer, more formal process. Coming out of college you're not prepared to teach. There should be a more logical introduction to teaching.

One teacher said: "You sink or swim, that is the way you enter. The faculty seemed cold and has not changed at all. You should warn newcomers about the frustrations they will have. The administration and the teachers basically do not work together at all."

Another said:

> I was overwhelmed by such a big school. I was here for six weeks before I first laid eyes on the principal. I didn't even know who he was. Things are different now. In the days when I first came here we used to form cliques and mingle a lot but now people don't mix. It's become a cold school. It's not friendly any more. People aren't involved in student activities, they're distant, most of the staff runs home at 3:00.

A teacher who had been at the High School for a number of years stated:

> The department head helps and various teachers help. The staff is quite unusual, the faculty is very helpful. Unfortunately we don't have much in the way of resource materials. Actually the reason I stayed is because the staff is so unusual, they're very sympathetic and very helpful. Also there are various orientations in which we go over procedures, department meetings and so on.
>
> There is quite a bit, workshop days, inservice training. Unfortunately there's not enough time to produce

> model units. The administration thinks it's ample time but it's not really. The administration thinks you can work two hours every day after working hard, a five-hour day. It's not fair.

One staff member of the intermediate school said: "There's very little done, really nothing at all. I've never seen anything done during his [Hilton's] years at the school. I understand there's one day before school for policy changes and introduction."

Another teacher described:

> A new teacher began by taking a three-day inservice course before the school year began. One of those days was devoted to training in preparing unit plans, as part of the Educational Review Program that had been instituted. This amount of training was insufficient because most of the time was spent in general meetings and very little attention to the specific tasks was given. Exactly what was required was left very vague. A reading teacher came at infrequent intervals during the year to relieve some classroom chores. The real help came from other teachers. Four teacher teams were organized or required on a grade level. Four teachers would work together, preparing exactly what they were going to do in the classroom and also on their behavioral objectives. They met on their own time and coordinated their activities after school.

Another responded:

> We were given a short period of time to learn the system so most people do half a job, just what is required. There's inservice but that's practically no help if you have a question. If you question, you hear 'this is the way whether you like it or not.' The teachers need special training in ghetto education. The threatening implementation of this program made me frustrated and confused. It's necessary to explain to the new teachers their duties, introduce them to the plant and faculty, and have an open-door policy on the part of the administration. The instructional supervisor should keep in contact with people and problems. We should forget paperwork and seek teaching quality, don't confuse and overwhelm.

One elementary teacher said that absolutely nothing was done to help her: "You learn by your own mistakes and you are corrected by people on the staff, your peers. In many cases the situations have been

embarrassing. My supervisor helped me when I had a problem. There are some people I could go to but generally I was pretty much left to stumble along and make errors."

Several department chairmen reported a concerted effort on their part. One had this to say:

> A program of orientation is provided for the staff at the beginning of the year. New staff are shown around the building. There is also a tour of the community. Special responsibility is assumed for new staff. I don't know if this is policy in other departments. There's inservice, on-the-job training. The whole system has been involved in a Review Education Program. The thrust has been individualizing. The whole curriculum is now expressed in terms of behavioral objectives. There has been an inservice and release time as part of the ERP.

Another said:

> We've done a good job, this past year under Educational Review, we had a good orientation program. I had a teacher in my area and when he came to me, I just assumed I was going to have to start from scratch and found out he's already learned a lot about it. It's very well coordinated by the secondary coordinator. When I have new people I make a point of meeting with them beforehand and take much extra time during the school year. You have to take them aside and give them a more detailed explanation,

Still another commented: "I familiarize them with the physical layout. Before there's an orientation I give a new person an overall picture of school policy. I work very closely with new teachers. I make myself available and observe them quite often. I might go in and suggest something." One supervisor said: "There's a two-day orientation provided by the Teachers' Association. A tour of the city is provided and the problems are discussed. I discuss the type of students in the department. I make it clear what some of the problems are."

3. ATTITUDES ABOUT SELF

Throughout this study we have assumed that the district can be viewed as an organizational entity made up by component parts whose integration is the focus of the study. Consequently an important area to discuss is the district's attitude toward itself. Several questions were asked on the questionnaire relating to this. When asked how important was their job in the unit, 88% said "among the most important" or "very important," 7% said "necessary but not particularly important," 2% said "don't know," and 2% said "unimportant." All the "unimportant" responses were found at the High School. Interestingly enough, this did not change substantially when members were asked how important was your job in the district; 83% said "among the most important" or "very important," while 11% said "necessary but not important."

When asked to rate their work unit compared to similar work units in other systems they knew about, 10% said "the very best," 29% said "above average," 29% said "average," 25% said "below average," and 5% responded with "the very worst." Units which had a majority of members rating it "average" or less were the Demonstration Day Care, Jefferson Intermediate, and the High School. The High School and Jefferson were particularly low in their self-rating, containing all "the very worst" ratings.

When asked to rate the quality of work in their unit compared to other work units in the district, 33% said "the very best," 57% said as "good as most," while 8% said "below average" or "the very worst," with most of those responses in the High School.

When asked if, because of unusual problems or emergencies, the work unit needed them to perform extra duties or work longer hours, 46% replied they would "volunteer gladly," 26% would "wait to be asked" or

"not mind being asked," and 17% would "rather not be asked" or "refuse if possible," with almost all of the latter in Jefferson Intermediate and the High School.

When asked how much fairness members think they would be shown in their work unit if there were a conflict or difference of opinion involved, 80% expected "a great deal" or "fair amount," and 19% expected "very little" or "none." Of those who gave the latter response, most were from Jefferson and the High School. When asked if they would recommend to a friend that he work for the school district, 62% said "no" and 38% said "yes." Fifty-two percent do not want to be working in the district in five years.

In order to gain a more vivid self-image of the district, during the interview the research team asked members to think of the school district as a person, describe the person, and relate what the person was doing. Hopefully this projective question would provide a description that could not be censured as the answer to a direct question might.

One special unit teacher responded:

> It's taking one step forward and two back. It's on a treadmill. It's not too warm, there's no comradeship in the central administration. At this school there is no racial problem, communication channels are good, and they can handle their own problems. The discipline problems have roots in educational reform. The students are allowed more freedom to do what they want. The quality of teaching has suffered tremendously. Teachers are interested, but morale is low. Hilton has tried to do more than any other superintendent in the district. He intimidates teachers and causes a great deal of anxiety and frustration.

One building administrator said the New Westfield School System is:

> Big, gangling. Sometimes its clothes fit too tightly, sometimes too loose. Just about the time it pulls itself together and learns to walk like a gentleman should and dresses to fit the place, the times have changed. Then we have to take those clothes off and put new [ones] on. It's forever taking this fellow who's been around a long

> time, but just never got accustomed to himself. About the time he does, things change and he has to start over again. There are always some basics that stay with us. These are the physical appearance and the clothing. The buildings are the same. He could last forever. Emotionally and socially he's one of the nicest guys; he cares about the kids, like any father he doesn't always do the right thing. He wants to but doesn't. What he tries to do is what he thinks is best. The trouble is what he tries to do for somebody they don't always appreciate. Then he pulls back and tries another way. In my experience he's come a long way. I don't mean he was in bad shape when I arrived, I just mean he didn't seem to have the ability to do the job and survive whatever crisis comes along. He does the best he can and I think he's going to do the job. He'll educate the kids. The majority of the people who criticize the school continuously like to hear themselves talk and not because they're really sincere. I think this guy has done a good job even though he has some social problems getting along with everyone, he's done a pretty good job.

An intermediate teacher described the school system in the following way: "Physically and emotionally sick but not in bed. It's weak, black, and contains both sexes. It's going to be knocked out of the picture, a cripple who can't do much for himself." Another said: "The central system is sitting on the person and hugging it to death. Teachers go in the classroom and do what they want, very little innovation because of central district. The person is wearing diapers and listening to big Daddy. There are white, middle class traditional male values, the American Dream. We're going back to the way it always was, a brick wall." Another said: "Obstinate, insistent on its own opinion. I wouldn't be a friend to it. It's male; think of the Superintendent who's implementing it with a great deal of force. It listens but what it hears goes in one ear and out the other. A majority of the time it's like that." From still another teacher: "Large, timid, faltering, and blind. Overweight, pretty, bogged down, getting a Ph.D., and in need of public relations desperately. It's male and black. It was different two years, struggling but trying."

A special unit teacher described the system as:

> Neurotic, one who has a deep mistrust that lies within the person, a lot of confusion long developed, a person up against overwhelming odds. He doesn't see how that person can succeed. In a way this person is like a student in the New Westfield schools. It's been through a lot but has found the place that shows the positive side of things. The person has escaped, has still dealt with reality, set goals, carries [them] out, and sees success. This person relates much better to the community.

Another special unit teacher said:

> Dual personality, many creative ideas but many are cut short. It's wise and sees children's needs. I wouldn't recognize this person on the street. It's not weak or strong, it had been weak but getting stronger because of the behavioral learning giving a guideline to children, a guideline that will make them do more. Some feel that objectives are for the birds, they're the ones who don't want to learn. A time deadline causes resistance and the kids blame the teachers. The system is sexless, a blob.

One director had a more favorable comment: "A friend who has good and bad points, if you could make over the few bad points it would be a very nice person. I could live with it. It's an easy place to work. The Review is very good." A High School teacher said: "A person who is uncommunicative and very cold, dreary, totally unresponsive to other people; this person is always this way." A building administrator said: "A terrible personality, periods of turmoil, disturbance, and face-off. It's mostly from the regionalization process with North Westfield. We have problems internally with the Review program, mainly because of its implementation. The teachers really had no great amount of input into it. Some saw it shoved down their throat. All the programs in the district are the same." A High School teacher said: "Rename the school Apathy High School. It would expect something from nothing, little aspiration in life, going no place, and it wears clothes from Great Eastern." Another said: "Definitely a handicapped person. It's got

great ideas in the brain but it doesn't know where to get help to carry out these ideas. It doesn't know what to do. It's not always like this, in some areas it knows what to do, it works the plan out but then it peters out."

Another described the school system as: "An ugly person, wasteful, a false person, somebody putting on a front. Sometimes it's like selling nothing but getting paid for it. That's what's going on around here. There's a lack of discipline, a lack of discipline, and administrative control. The kids run this, not us."

An elementary teacher said:

> A dictatorial, inflexible person, a really good Leo. The person has masculine qualities. I think of the Superintendent when I think of the school. The previous one was a little Napoleon, he wasn't really impressive but you either went along with him or you didn't. The people who disagreed with him tended not to like him very much and kept their mouths shut.

A central office administrator said:

> It's changing, moody one day, it's one way, volatile. The kids differ, some are really academic, others are disinterested, a large range of variety and difference. A lot of outside influences on the kids. Community problems react on the students. There's some staff disinterest. Teachers don't want to get into the halls; let the aides do it. There are so many problems they've turned off. You just ignore things. If things should be handled I do it. In some cases the teachers needed this structure. Morale is low, not what it used to be. As soon as the bell rings, everyone's gone.

Another said: "It's a sick, sick system. There are only three people in the whole system I can identify as friends. People feel so threatened that they're doing really unnatural things." Another said: "It has a good brain. The superintendent has some tumors. Some teachers and administrators are not operating maximally or doing what they should. They're not doing everything because of these tumors,

they affect performance. If you could cut those off or do a transplant it would be a good person. It has potential but it's a decayed system. You can't keep breeding within the family because then the negative genes tend to settle." In contrast to the questionnaire response, the vivid descriptions afforded through the interviews suggest an extremely negative self-image.

IV. ANALYSIS AND CONCLUSIONS

A. Organizational Integrative Patterns

In this section, the research team will look at the major effects, both beneficial and harmful, of the environment on the school district, as well as the impact of the school district on its environment. We will examine those factors that help the organization move toward a more integrated functioning, as well as those factors that hinder or impede progress.

1. APPRAISAL OF THE EFFECT OF THE ENVIRONMENT ON THE ORGANIZATION.

The environment has greatly affected the school district both in terms of the change of the typical clients served by the school system, and the attitudes expressed by the environment toward the staff. Most of these effects seem to be harmful.

a. Beneficial

1) The attempt to think about revitalizing New Westfield via such a self-help project as "New Westfield Tomorrow," which has given some hope to a demoralized district in long-term outlook.

2) The local universities are providing some assistance, but this can be increased.

b. Harmful

1) The school population is drastically changed and this has brought concern over discipline problems particularly in the High School, less so in the lower grades, as well as educational [curriculum] problems.

2) The response of local government to the racial crisis of several years ago was to hire a black superintendent, William Hilton, to cool down the schools, rather than looking at the long-term impact of a changing student population.

3) The white parents see the school system as not meeting their needs, consequently many have withdrawn their children from the public schools and enrolled them in private or parochial schools.

4) The influx of ethnic groups with no tradition in the New Westfield area.

2. APPRAISAL OF THE EFFECT OF THE ORGANIZATION ON THE ENVIRONMENT.

The school district has a very definite impact on its environment. The fact that this impact generally appears to be a negative one leads to the necessity of specifying these effects.

a. Beneficial

The district is showing attempts to improve the quality of education it provides.

b. Harmful

1) The apparent discipline problems in the school cause the community to be critical of the schools.

2) The turmoil over the reform program has not been constructive.

3. REACTIONS OF THE ORGANIZATION.

The relationship between the school district and its environment is dynamic. The district not only reacts internally to changes in its environment but also attempts to change the way it deals with its environment. A number of efforts have been made by the district to create a more hospitable environment. The major changes include:

1) The TARE Program undertaken by the teachers to understand more fully the changes in the racial composition of the student body.

2) An attempt to keep the North Westfield student population.

3) The attempt by the Superintendent to stress curriculum organization as a way of improving education in the district.

The school district has also reacted in unproductive ways and this is reflected in the general sense of frustration prevalent in the district. These include reactions such as: (1) anger and depression over the loss of North Westfield; (2) a demoralization caused by a seemingly bitter internal struggle over the Review Program and by working for an organization that its members feel is negatively viewed by those within the environment; (3) an attitude on the part of the staff that a vocational orientation is the only way out of the district's predicament; and (4) a defense against anxiety by thinking of past achievement and results, and, consequently, not looking at the present reality.

4. APPRAISAL OF THE ORGANIZATION.

a. Assets

Here we will appraise the assets of the district's ability to function in an integrated manner with its internal and external environment. The district has a dedicated staff of administrators and teachers. Although the economic conditions are not propitious for seeking employment elsewhere and the staff does gripe, many of the staff remarked during the interviews that they were products of the New Westfield School System themselves and maintain a loyalty to that system. The newer teachers, who tend to be younger, still retain a sense of hope. The system appears to have weathered the worst, although it has not rebounded sharply.

The district has a tremendous capacity to do work. This has been shown by the work on the Review Program, although much of the energy appears wasted. There is a general acceptance of the ideas and goals of Educational Review with the major conflict being over how it will be implemented and how objectives will be generated. The faculty in general has a keen appreciation of the importance of modifying educational policies to reflect the needs of individual schools. The district has appreciated that special services are needed and has created the Family Learning Center, the Demonstration Day Care Center, the McClelland School, and Glasses to respond to those needs. The reorganization attempt shows the district is trying to deal more effectively with change at the school level.

b. Impairments

The school district also has weaknesses which adversely affect its ability to achieve an integrated functioning or to act

effectively in the face of change. This analysis will concentrate on those areas the research team sees as the major impediments to working more productively. Much of this stems from a lack of effective communication and a lack of utilization of organizational resources including the following problems: (1) The attitude of those responsible for introducing and implementing the Review Program as a new technology is that the humans are causing problems for the new technology rather than vice versa. (2) The split between the central office and building administrators in terms of whether the building administrators' role is that of implementors of the Review Program or enforcers of district policy. This places the building administrators in the untenable position of trying to protect their staff and pressure teachers to accept the Review Program. (3) The functioning of the curriculum coordinator is not effective. Teachers often cannot learn how to perform non-traditional tasks after having been told once or twice. Time must be taken to understand and deal with staff problems. Appraisal is seen by the staff as insensitive. (4) There has been no development of the staff as decision-makers. Indeed, the Review Program robs them of the power they had previously. There seems to be no effective use of staff as a resource in achieving the goals of education. (5) Previously the staff was not exposed as individuals to public scrutiny. The very process of coordinating curriculum activity has required dependency on colleagues for a successful program. This exposes the staff to the possibility of being seen as incompetent. (6) There appears to be little cross-fertilization of subject areas. Indeed, real splits seem especially prevalent at Jefferson, Intermediate and the High School. (7) The educational goals

do not appear to be agreed on at all levels. The administration tends to see education as preparation for the future, while a growing number of staff are seeing a short-run solution in vocational education. (8) The learning objectives do not appear to be geared for the marking period. Some of the staff "fudges" their reports because of lack of time in the spacing of learning objectives. (9) There is dissonance on the issue of time necessary for documentation.

There are also several fallacies in the thinking of members of the organization. (1) It appears that a number of the staff feel they cannot do anything innovative because of the change in student population. Apparently this has developed from a sense of frustration over the sense of loss of control over the classroom. (2) Some staff think that more money means better education. This is not necessarily true and such an attitude prevents innovation within the set of existing resources. (3) Some members feel that the Review Program will work if it is "pushed down unwilling throats." Similarly, there is a segment of the organization who feel that if the staff was given the correct information and understood it, they would support the ERP. This approach ignores the real substantive concerns of many of the staff.

Finally, the Review Program itself shows inconsistency in direction. Although the idea of the Superintendent is to attend to the individual needs of students, the Review Program attempts to raise the general performance level. There do not appear to be mechanisms for dealing with individual needs of students.

c. Level of Integration

This section will attempt to enumerate indices in order to show how well integrated the organization is. This includes both its internal integration and the organization's integration into the larger community.

The following are some of the major characteristics of the internal environments: (1) While there are special schools, in general, the schools appear to be semi-isolated units that have little interaction with the others. This results from a lack of a districtwide philosophy of education and what appears to be a lack of integrated curriculum between grades and among different schools. (2) The tasks of administrators (especially central office) are so different from those of the teaching staff that effective communication is hindered. This results from the different time perspective of teachers in their need to "block" time. The closeness of the teachers to the client population; the students and the nature of teaching as a self-contained activity and administration as one of coordination. (3) The inappropriate reactions of teachers shown by withdrawal from activities and general anger appears to come from frustration in dealing with the central office procedures and salaries. (4) There appear to be three relatively distinct groups of staff members: those who seem to live in the past; those who are awake to the present and are actively trying to change the educational environment, whether in the classroom, building or district level; and those who have generally withdrawn from action. (5) All members do not appear to speak the same language. This results not only from different tasks but also from a

fundamental lack of common understanding of roles, mainly on the part of the central administration. Language not geared toward the teachers appears to obfuscate rather clarify. (6) There is a growing split between those who want academic goals (mainly the administration), and those who want vocational goals. This lack of goal clarity limits a successful integration.

The relationship of the school to the external environment also reveals the level of integration. These indices include: (1) The sensationalized view of the district presented in the press. Although possibly a "scapegoat," the evidently negative press play shows a lack of integration of the district with a powerful opinion molder. (2) The school board must deal with the city government in terms of finances and deal with the schools in terms of education. Trying to play two discrepant roles leads to conflict over what the proper role is. (3) There appears to be conflict over the relationship of the school district and the elected officials and what that relationship should be. (4) There appears to be conflicting opinion about the use of resources from the higher learning units in the area. (6) The apparent hostility of white parents, as evidenced by the loss of North Westfield and the use of parochial schools, shows that the district is not meeting the needs of that segment of the community. (6) There appears to be a lack of effective parent groups in coordinating the school and the community relationship. (7) On a broader level, the status of state funding for urban schools is uncertain. (8) The teachers' concern does not appear to be very effective or active in dealing with the education change. The TARE Program, however, is an example of activity designed to lead to more consistency in the relationship between the school and its

its environment. (9) New Westfield is moving toward revitalization with the New Westfield Tomorrow Program. The district should be following its lead in spending its time creatively rather in assessing blame for its problems. (1) The school district generally sees itself as an educator. The district does not yet reflect its environment by including aspects of socialization in the program.

d. Overall Effectiveness and Facade

The effective organization is one that accurately interprets its environment and responds with productive activities geared toward achievement of its goals. It is our feeling that the school district is aware of its changing environment, particularly: (1) its demographic content; (2) its realistic educational needs; (3) the necessity for integrating those needs into the day-to-day operation of the district. We feel, however, that current attempts to deal with constraints have been unsuccessful for a variety of reason: (1) The reorganization program failed to integrate the realities of school life with the needs of the organization as a whole. (2) The Review Program limited its potential success by dealing with only academic achievement while failing to incorporate changes in social context. (3) The public could be more supportive and sensitive to the academic traditions of the school system and thus deal more realistically with new learning environments. (4) In the face of recurrent change, we commend the faculty on its persistence; however, we note a current trend toward a more passive stance on their part. (5) The changes in the learning environment have exacerbated underlying differences in 'point of view between classroom teacher and administrator and between instructor and coordinator.

We think attempts to change the situation have been unsuccessful because programs dealt with symptoms rather than with causes. It is more productive to suggest that the symptom is disorder and lack of discipline, caused by an inability to respond effectively to social and economic change. We feel producing studies that pinpoint the causes of disorganization will permit the school system to deal more effectively with its problems.

B. Summary and Recommendations

We have repeatedly emphasized the necessity for an organization to be able to anticipate and act on the inevitable changes in its internal and external environment successfully. This is what we have meant by the term "integration." It is clear that the New Westfield school district is not as well integrated as it could be. Indeed, the disorganization that we feel is responsible for much of the conflict in the district can be reduced by a concerted effort to build an effective organization that will meet the needs of its staff, its students, and the community. We feel that the district has reached its lowest point in recent history and has passed through the crisis intact. It has the opportunity to make great strides educationally and organizationally in the near future. The following recommendations are made in this spirit:

(1) The school district should retain the concept of the Educational Review Program. Much of the staff agrees with the orientation of an accountability system. The major concern is the way the Review has been implemented. The Review Program has the potential for providing effective and exciting education in New West-

field. Unfortunately, the strong emotions generated over implementation have clouded the issue of whether this particular accountability system is the best type for the district.

The district needs to set up an advisory committee concerned with reporting, evaluation, and the future implementation of the program. This committee, made up of equal number of representatives from the teachers and representatives from the principals and central office staff, would have no line authority but would serve in a consultative role to the superintendent. The chair for this committee would be composed of one delegate each from teacher and administrator representatives and would be rotated between the two.

The advisory committee would meet once a month. All recommendations made would be done as a result of voting by the committee. The advisory committee would also be used as a 'screen' for the curriculum committee.

(2) There should be a change in the decision-making powers of the teaching staff in regard to the Review Program. We suggest that curriculum committees be formed for each school with representatives on a council that would handle implementation at the districtwide level. In a district the size of New Westfield, one person cannot handle the implementation of the Review Program. The teachers need to feel ownership of the changes.

(3) The relationship and roles of the building principals must be clarified, taking into account the reality of their role conflict over protecting their teachers and trying to carry out central policy. The principals need to feel they are part of the action by being used as resources rather than as impediments. Tavistock consultants from the A.K. Rice Institutes,* working in group settings, should be used in the clarification process.

(4) There needs to be a reconciliation between members who have been opponents. There needs to be an appreciation and understanding of the role of the teacher in a transitional educational environment and the difficulties comprised by such change. The bitterness of the conflicts in the district need to be reduced and a cooperative atmosphere established.

This program of reconciliation should follow a Tavistock orientation using consultants from the A.K. Rice Institutes. The program should consist of two parts, consultation and process. The consultative part involves a) ongoing consultation with the superintendent and his staff concerning organizational effectiveness and authority issues; b) ongoing consultation services made available to the principals, teachers, and central office staff in order to examine such pressing issues as authority, dependency, and anxiety concerning organizational change; c) ongoing consultation with the district and its various levels to aid the district in adapting to and

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*A.K. Rice Institutes are a national network of organizational consultants utilizing university professors and other professionals. A.K. Rice Institutes provide consultative services in the general framework developed by the Tavistock Institute of Human Relations.

integrating with its environment. The process part involves development of organizational study groups (consisting of teachers, principals, and central office staff). District members will work with a Tavistock consultant on organizational process issues in relation to task performance.

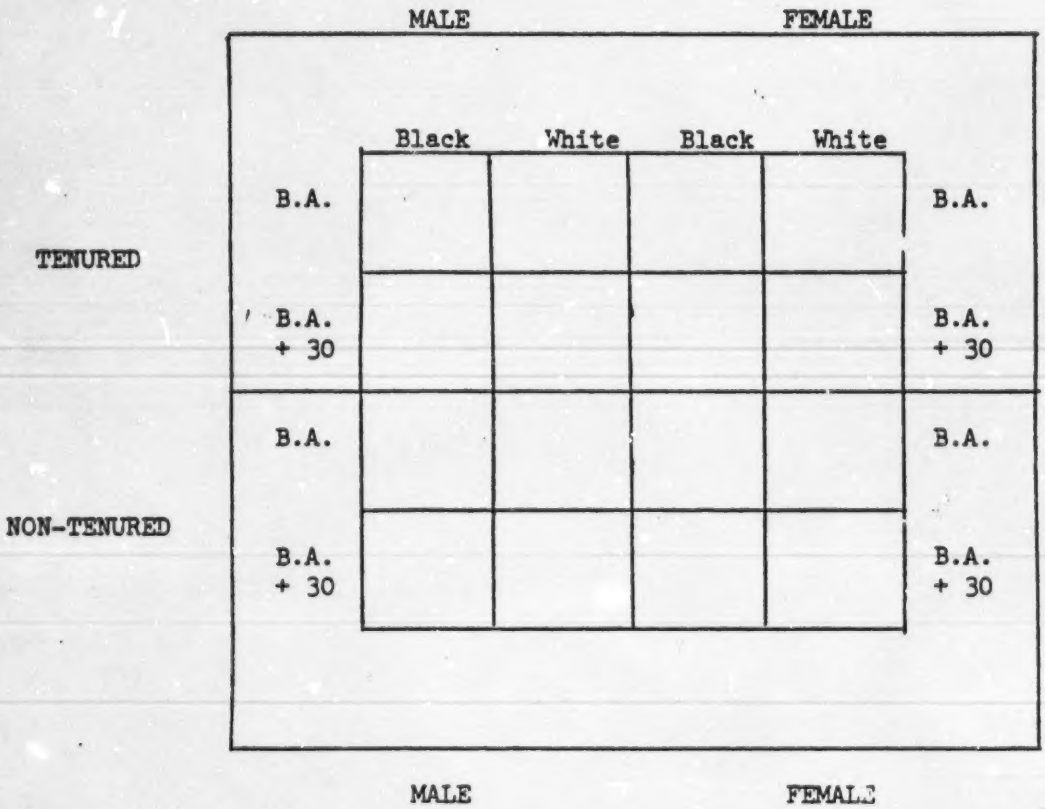
(5) The new superintendent should have a style of facilitation, coordination, and cooperation. Rather than trying to 'cool the district' or let people do their 'own thing,' the district needs a 'healer' who can be sensitive enough to understand the human aspect as well as the technology involved in change.

(6) The goals of the school district need to be discussed and clarified. Both the academic and vocational orientation have merit. The district needs to decide where it is going and how to effectively use the Reform Program (if it is decided to keep it) to further the educational process.

(7) There needs to be more support from the community, through the development of cohesive and effective parent groups, which will support the public schools. This will probably result from an integration of the district rather than be an aid to it in the beginning. An integration will eventually take place that will allow the school district and community to meet each other's needs. Tavistock consultants should be utilized in helping the district clarify and understand the political, financial, and social processes as well as the educational process in its external environment.

APPENDIX

A. INTERVIEW MATRIX



N I E Accountability Project

C. General Questionnaire

Information supplied by _____

1. Please describe as precisely as possible the following characteristics of the school system:

____ a. the geographic location and the size of the system and its catchment area

____ b. the size of the school system, including listing and location of physical plant units, number of personnel and student population (for "a" and "b" above, where available, supply maps and charts)

____ c. any available information on the demographic characteristics of the student population with special attention to ethnic/racial background and socio-economic status

____ d. date of establishment of the district. If this date is within the last 15 years or if the district has been in a split or merger in the same period of time, please describe the circumstances of the founding - split-merger

The above information may be supplied by providing relevant existing documents of the school district; in fact this method is preferred. Please prepare new descriptive material only where existing documents are unavailable. Please check off each of the above items to show that the applicable information has been supplied.

N I E Accountability Project

General Questionnaire

Information supplied by _____

2. Please describe as precisely as possible (supplying relevant existing documents) the relationship between the school system and local government:

_____ a. describe the procedure whereby members of the school board attain that office; give the term of office and renewal regulations

_____ b. give the names, backgrounds and occupations of the members of the school board and each member's length of service

_____ c. describe the process whereby funds are allocated by governmental agencies, including local government, for the operation of the school system

_____ d. aside from funding, what other kinds of decisions about the functioning of the school system must be made or approved above the level of the superintendent

The above information may be supplied by providing relevant existing documents of the school district; in fact this method is preferred. Please prepare new descriptive material only where existing documents are unavailable. Please check off each of the above items to show that the applicable information has been supplied.

N I E Accountability Project

General Questionnaire

Information supplied by _____

3. Please describe as precisely as possible (supplying relevant existing documents) the management procedures utilized by the superintendent and his subordinates in the operation of the school system:

_____ a. management system; if a formal system is used, please identify (e.g. MBO, PPBS, etc.)

_____ b. developments leading to the initiation of the present system, changes in an existing system, or the abandonment of a formal system

_____ c. please describe the means of formal communication within the school system, e.g., regularly scheduled meetings, bulletins-memos, manuals, suggestion box, evaluation procedures, P.A. announcements, reports, etc.

The above information may be supplied by providing relevant existing documents of the school district; in fact this method is preferred. Please prepare new descriptive material only where existing documents are unavailable. Please check off each of the above items to show that the applicable information has been supplied.

N I E Accountability Project

General Questionnaire

Information supplied by _____

4. Please describe as precisely as possible (supplying relevant existing documents) the budget

_____ a. the process whereby decisions are made about budgeting allocations, dispersment procedures and accounting procedures

_____ b. please supply an elaborate and detailed budget document

The above information may be supplied by providing relevant existing documents of the school district; in fact this method is preferred. Please prepare new descr_ptive material only where existing documents are unavailable. Please check off each of the above items to show that the applicable information has been supplied.

N I E Accountability Project

General Questionnaire

Information supplied by _____

5. Please describe as precisely as possible (supplying relevant existing documents) the formal organization of the district:

_____ a. positions and structural divisions of the district management
_____ b. nature and size of the principal working units of the district. e.g., schools, district-wide departments of instruction, special services, etc.
_____ c. organization chart and job specifications of administrative positions, noting any positions that are or may be held simultaneously by the same person
_____ d. if the above represents the results of recent changes, please describe these changes

The above information may be supplied by providing relevant existing documents of the school district; in fact this method is preferred. Please prepare new descriptive material only where existing documents are unavailable. Please check off each of the above items to show that the applicable information has been supplied.

N I E Accountability Project

General Questionnaire

Information supplied by _____

6. Please describe as precisely as possible (supplying relevant existing documents) the distribution of instructional and administrative personnel according to:

_____ a. age
_____ b. sex
_____ c. race
_____ d. highest degree attained
_____ e. length of service
_____ f. source of recruitment (from college or with previous experience; if there is a source that has provided a significant number of your teachers, please identify this source

The above information may be supplied by providing relevant existing documents of the school district; in fact this method is preferred. Please prepare new descriptive material only where existing documents are unavailable. Please check off each of the above items to show that the applicable information has been supplied.

N I E Accountability Project

General Questionnaire

Information supplied by _____

7. Please describe as precisely as possible (supplying relevant existing documents) the district's personnel policy for administrative and instructional staff:

_____ a. list the position titles that exist in the district giving the prerequisites for appointment to each

_____ b. describe the district's policy for advancement, promotions and tenure

_____ c. give the district's salary schedule for each title indicating the basis for increments, e.g., education, length of service, etc.

_____ d. what teachers union or association exists in the district; how long has it been active?

_____ e. which personnel policies are based upon a contract with the union or association?

The above information may be supplied by providing relevant existing documents of the school district; in fact this method is preferred. Please prepare new descriptive material only where existing documents are unavailable. Please check off each of the above items to show that the applicable information has been supplied.

Accountability Research Project

District Number _____(1)

Unit Number _____(2)

Questionnaire _____(3,4)

D. Individual Questionnaire

We would like to know more about how people feel about their school district and their job. We do not need to know who you are personally, so please do not sign the questionnaire.

Most of the questions ask that you circle one of the answers; however some of the questions ask that you write the answer in the space provided. The value of the study depends on how openly and carefully you answer the questions. There are no right or wrong answers; this is not a test. Please be sure to answer all the questions. Thank you for your cooperation.

I. Some Things About Yourself

1. What is your title or position in the school system? _____(5)

_____

_____

2. How long have you worked at your present job? _____ _____(6,7)

3. What other jobs have you held in the school system? _____ _____(8,9)

_____

_____

4. Indicate your level of professional training. (circle number) _____(10)

1. Associate Degree	4. Doctorate
2. B.A.	5. Other (Specify)
3. M.A.	_____

5. How old are you? (circle number) _____(11)

1. 18 - 21	5. 41 - 50
2. 22 - 25	6. 51 - 60
3. 26 - 30	7. Over 60
4. 31 - 40	

6. Sex (circle number) _____(12)

1. Male	2. Female

II. Where You Work

7. Where do you work? (School, Superintendent's Office, School office, etc.) _____(13)

_____

8. In the last 5 years, how much has your school grown in size? (circle number) _____(14)

1. A great deal
2. Somewhat
3. Not at all
4. Don't know

9. How much has your school changed in the last 5 years other than in size? (circle number) _____(15)

1. A great deal
2. Somewhat
3. Not at all
4. Don't know

10. What change is most noticeable in your school? (circle number) _____(16)

1. Students
2. Faculty
3. Curriculum
4. Budget
5. Administration
6. My Responsibilities
7. Other (Specify)

_____

_____

11. How would you rate your school compared to others of its type in this district? (circle number) _____(17)

1. The very best
2. Above average
3. Average
4. Below average
5. The very worst
6. My unit is the only one of its type, ie., school, office

12. How would you rate your school, compared to similar schools in other systems you know about? (circle number) _____(18)

1. The very best
2. Above average
3. Average
4. Below average
5. The very worst

13. How does the community feel about your school? (circle number) _____(19)

1. Very friendly towards it
2. Neither friendly nor unfriendly
3. Unfriendly towards it
4. Don't know

14. What do you consider to be the most important service provided by your school? _____(20)

_____

_____

15. What is your school's greatest strength in providing this service? _____(21)

_____

_____

_____

16. What is your school's greatest weakness in providing this service? _____(22)

_____

_____

17. What are the three things that your school is working hardest for at this time? _____(23-25)

1. _____

2. _____

3. _____

18. What three recommendations would you make to your school that would help achieve its goals? _____(26-28)

1. _____

2. _____

3. _____

III. Your Job

19. What are the main duties of your job? _____ _____(29-31)

_____

_____

_____

20. How important is your job in your school? (circle number) _____(32)

1. Among the most important
2. Very important
3. Necessary, but not particularly important
4. Unimportant
5. Don't know

21. How important is your job in the school district? (circle number) _____(33)

1. Among the most important
2. Very important
3. Necessary, but not particularly important
4. Unimportant
5. Don't know

22. How much administrative supervision do you get?(Principal, vice-Principal or Superintendent) (circle number) _____(34)

1. A great deal
2. A fair amount
3. Very little
4. None

23. How would you rate the administrative supervision you get? (circle number) _____(35)

1. Excellent
2. Good
3. Fair
4. Poor

24. With regard to administrative supervision, would you like to have: (circle number) _____(36)

1. More
2. Same
3. Less

25. How would you know when you are doing your job well? _____(37)

_____

_____

26. How would you know when you are not doing your job well? _____(38)

_____

_____

27. How would you rate the physical conditions under which you do your job? (circle number) _____(39)

1. Excellent
2. Good
3. Fair
4. Poor

28. How would you rate the pay and other benefits you receive as compared to those doing the same kind of work in other similar school units you know of? (circle number) _____(40)

1. Above average
2. Average
3. Below average

29. How sure do you feel of having a permament job? (circle number) _____(41)

1. Very sure
2. Quite sure
3. Have no idea
4. Rather unsure
5. Very unsure

30. What is the most important factor that determines the permanency of your job? _____(42)

_____

_____

31. How much additional training for your job has your school district provided? (circle number) _____(43)

1. A great deal
2. A fair amount
3. Very little
4. None

32. With regard to job training, would you like to have: (circle number) _____(44)

1. More 2. Same 3. Less

33. How much freedom do you have in planning and doing your work? (circle number) _____(45)

1. A great deal
2. A fair amount
3. Very little
4. None

34. If problems come up in doing your job, how much help do you get in handling those problems? (circle number) _____(46)

1. A great deal
2. A fair amount
3. Very little
4. None

35. Which one of the following would you find most helpful in working out problems connected with your job? (circle number) _____(47)

1. Your immediate administrative supervisor
2. The person above your supervisor
3. One of your fellow workers
4. One of your subordinates
5. Unit Leader or Dept. Chairman
6. Other (specify)

_____

_____

36. In doing your job, how much contact do you have with others in your school? (circle number) _____(48)

1. A great deal
2. A fair amount
3. Very little
4. None

37. In doing your job, how much contact do you have with others within your school district? (circle number) _____(49)

1. A great deal
2. A fair amount
3. Very little
4. None

38. In doing your job, how much contact do you have with others outside your school district? (circle number) _____(50)

1. A great deal
2. A fair amount
3. Very little
4. None

39. In connection with your job, would you like to have: (circle number) _____(51)

1. More contact with others
2. The same amount of contact
3. Less contact with others

40. How well do you like the people in the school district that you work or have contact with? (circle number) _____(52)

1. A great deal
2. Rather well
3. Very little
4. Not at all

41. How would you rate the way the people you work with get along? (circle number) _____(53)

1. Very close and friendly
2. Quite friendly
3. Distant but not unfriendly
4. Rather unfriendly
5. Very unfriendly

42. With regard to yourself and your fellow workers, would you prefer: (circle number) _____(54)

1. Closer relationships
2. The way it is now
3. Less close relationships

43. If you had a complaint or "gripe" about something connected with your job, whose attention would you bring it to first? (circle number) _____(55)

1. Unit leader or Department chairman
2. Your administrative supervisor
3. The person above your supervisor
4. One of your fellow workers
5. Association representative
6. One of the top administrators
7. Someone outside the school system
8. Would keep it to yourself

44. When changes are to be made which affect your job, how much are you consulted? (circle number) _____(56)

1. Always
2. Usually
3. Seldom
4. Never

45. How would you rate the cooperation you usually get from others in the school? (circle number) _____(57)

1. Excellent
2. Good
3. Fair
4. Poor

46. In a typical day, how much tension and friction is there among the people in your school? (circle number) _____(58)

1. A great deal
2. A fair amount
3. Very little
4. None

47. How much tension and friction is there between your school and other schools in the district? (circle number) _____(59)

1. A great deal
2. A fair amount
3. Very little
4. None

48. How would you rate the planning, organizing, and scheduling of the work in your school? (circle number) _____(60)

1. Excellent
2. Good
3. Average
4. Poor

49. Considering what the school district expects of you in your job and the conditions under which you work, do you think the school district: (circle number) _____(61)

1. Expects too much
2. Expects about what is right
3. Expects very little
4. Fails to make expectations clear

50. How well does your administrative supervisor and those above him understand the technical problems you face in doing your work? (circle number) _____(62)

1. Very well
2. Rather well
3. Not very well
4. Not at all
5. My supervisor understands, but those above don't
6. My supervisor doesn't understand, but those above him do

51. List the three things you like most about your job. _____(63-65)

1. _____

2. _____

3. _____

52. List the three things you like least about your job. _____(66-68)

1. _____

2. _____

3. _____

53. How much chance do you have for visiting with others in the school district during or after working hours? (circle number) _____(69)

1. A great deal
2. A fair amount
3. Very little
4. None

54. How many people in the school district do you consider to be your personal friends? (circle number) _____(70)

1. 10 or more
2. 5 to 10
3. 3 to 5
4. 1 to 2
5. None

55. If you were to change jobs in the school district, which job would you like to have? _____(71)

_____

56. How good do you think the chances are for your getting a better job in the school district? (circle number) _____(72)

1. Excellent
2. Good
3. Fair
4. Poor

57. How much do you think the school district would help you in preparing for a better job? (circle number) _____(73)

1. As much as possible
2. Quite a bit
3. Very little
4. Not at all

58. How good is the work done by your school compared to other schools in the school district? (circle number) _____(74)

1. The very best
2. As good as most
3. Below average
4. The very worst
5. My school is the only one of its type in the district

59. How would you rate the working conditions in your school compared to other schools in the school district? (circle number) _____(75)

1. The very best
2. As good as most
3. Below average
4. The very worst

60. Who makes the most important decisions in your school? (circle number) _____(76)

1. Your administrative supervisor
2. The person above your supervisor
3. Top administrators
4. Your subordinates
5. The school as a whole
6. Unit leader or Department chairman
7. Don't know

61. How much turnover have you had in your school during the past two years? (circle number) _____(77)

1. A great deal
2. A fair amount
3. Very little
4. None

62. Where do you most often learn what is going on in the school district? (circle number) _____(78)

1. Official bulletins
2. Your administrative supervisor
3. Your fellow workers
4. Your subordinates
5. People outside the school
6. Newspapers
7. Rumors, the "grapevine"

63. How free do you feel about talking over job problems with your administrative supervisor? (circle number) _____(79)

1. Very free
2. Fairly free
3. Not very free
4. Not at all free

CARD #1 (80)

CARD #2

District Number _____(1)
Unit Number _____(2)
Questionnaire _____(3,4)

64. How free do you feel about talking over job problems with the person above your administrative supervisor? (circle number) _____(5)

1. Very free
2. Fairly free
3. Not very free
4. Not at all free

65. How would you rate the people who run your school as to ability? (circle number) _____(6)

1. Excellent
2. Good
3. Fair
4. Poor

66. How would you rate the people who run your school district as to ability? (circle number) _____(7)

1. Excellent
2. Good
3. Fair
4. Poor

67. How much consideration are your ideas or suggestions given by your school? (circle number) _____(8)

1. A great deal
2. Somewhat
3. Very little
4. Not at all

68. How much consideration are your ideas or suggestions given by your school district? (circle number) _____(9)

1. A great deal
2. Somewhat
3. Very little
4. Not at all

69. If, because of unusual problems, your school needed you to perform extra duties or work longer hours, would you: (circle number) _____(10)

1. Volunteer gladly
2. Wait to be asked
3. Not mind being asked
4. Rather not be asked
5. Refuse, if possible

70. If there was a conflict or difference of opinion in which you were involved, how much fairness do you think your school would show you? (circle number) _____(11)

1. A great deal
2. A fair amount
3. Very litle
4. None

71. If you had a serious personal problem that interfered with your work, how much consideration do you think you would get from your school? (circle number) _____(12)

1. A great deal
2. A fair amount
3. Very little
4. None

72. How would you rate the strictness of the rules of the school district? (circle number) _____(13)

1. Very strict
2. Average
3. Somewhat easygoing
4. Very easygoing

73. With regard to strictness of rules, would you like: (circle number) _____(14)

1. More strictness
2. The same
3. Less strictness

74. How much do you think the school district is interested in your welfare? (circle number) _____(15)

1. Very much
2. Quite interested
3. Not very interested
4. Not at all interested

75. Would you recommend to a friend that he work for this school district? (circle number) _____(16)

1. Yes
2. No

76. Thinking ahead five years, would you want to be working for this school district? (circle number) _____(17)

1. Yes
2. No

77. If you could make changes that would make the school a better place for you to work, what three changes would be most important to you? _____(18-20)

1. _____
2. _____
3. _____

78. What do you understand to be the purposes of an accountability system? _____(21-22)

1. _____
2. _____
3. Circle if not applicable or don't know

79. Would you like to know more about accountability systems? _____(23)

1. Yes 2. No 3. Not applicable

80. Why would you like to know more about accountability systems? _____(24-25)

1. _____

2. _____

81. Who could you ask in your school district for more information about accountability systems? _____(26)

1. _____

_____

2. Circle if not applicable or don't know

82. Do you know if your school district has an accountability system? (circle number) _____(27)

1. Yes 2. No 3. Not sure

83. If your answer is "yes" to the above question, in any way are you directly involved in the accountability system? (circle number) _____(28)

1. Yes 2. No 3. Not sure or Don't know

84. In what ways are you directly involved in the school district's accountability system? _____(29-31)

1. _____

_____

_____

2. _____

_____

_____

3. Circle if not applicable or don't know

85. How would you rate the school district's accountability system in achievement of its goals? (circle number) _____(32)

1. Excellent
2. Very good
3. Good
4. Average
5. Fair
6. Poor
7. Not applicable or don't know

86. What suggestions might be helpful in improving the school district's accountability system? _____(33-36)

1. _____

_____

2. _____

_____

3. _____

_____

4. Circle if not applicable or don't know

Thank You Again

BLANK (37-79)

CARD #2 (80)

E. INTERVIEW OUTLINE

Instructions To Interviewer:

The interview is designed to be open-ended and free-flowing. It has been arranged into six topic areas to be covered, and a conclusion. Under each topic are some suggested questions, which are to serve as a guide to what you might ask. In no way should this be taken as a "checklist" type of interview and should be referred to only to keep the interview flowing smoothly. Several of the questions have asterisks. These are areas which really need to be covered during the interview. Again, try to be as unstructured as possible as long as it is productive. All answers should be from their point of view.

Opening Statement by Interviewer:

As you know, my colleagues and I from Teachers College, Columbia University are doing a study of the School System. Many people have been asked to fill out a printed questionnaire. In addition, some people, like you, are being asked to talk with us individually. You were chosen because of the kind of work you do and by chance. The choice has nothing to do with you personally. Some others will be interviewed personally too. Before we begin, let's review why we are here and what this is all about. Can you tell me your understanding of this study? Is there anything about the study that needs clarification? (Refer to general statement.)

All right. Now, I'd like to learn as much as I can about how this organization works. To do that I'd like to ask you a number of questions. By the time we are finished, I'd like to feel I know pretty much how things go around here. Whatever you tell me will be confidential.

Topics With Suggested Questions:

A. Entry, Recruitment and First Impressions

1. What were the circumstances in your coming to this school system?

2. What were your first impressions when you came here? How have they changed since?

3. What kind of person is likely to apply for a job here?

*4. Tell me what is done here to help a person along once he starts to work in this school system. (Anything else?) With respect to helping a person along, how does the school system get people started? What happened to you when you got started; and when did you start? How much and what kind of training do people get?

B. Specific Role Experience

*1. What do you do here? What sort of place is this to do your job? Why?

2. Tell me about the people here. How are they to work with? Why?

3. If you were going to hire someone for a job like yours, what kind of a person would you hire?

*4. How do you find out how you are doing at your job? What happens when problems come up? (Give me some examples.) What kind of help can you look for and from whom?

5. What are the main rules around here that everyone has to follow? (Specify.) How well do they work?

6. What are the busy times around here? What is your workload like? Why? (Spell out.)

C. Information Systems

*1. What ways are there to find out what's going on around here? (Any others?)

2. How does the school system keep up with what's going on elsewhere? What kind of things is it most interested in keeping up with? (Note "things" is plural.)

*3. How does the school system make use of a person's experience and ideas? (Give examples.)

4. What does the school system say it stands for? How does it get its message across? (Both what media and how effectively.) What do outsiders think of the school system? (Please specify which groups have which attitudes.) Why? (For each.) How do you know?

D. Dynamic System Properties

*1. Make believe this school system is a person. Think about the person for a minute. Describe that person to me so I can get a good idea of the picture you have in mind. Is he/she always like this? (If not, what other pictures come to mind?)

2. How much energy (pep, bounce, get-up-and-go) does the school system have? All the time? In what ways is this energy useful, or is it just spinning wheels? (Give examples.) How strong is this school system? (Tell me what you mean.)

3. How much do the people here really know about what they're doing?

*4. A little while ago I asked you to pretend this school system was a person and to describe the person. Think about that person again for a minute. . . think of that person doing something. What is he/she doing?

E. Future

1. Suppose you were the head of this school system and had to make long range plans for it. What do you think would be the most important things about the school system that you should have to keep in mind in making these plans.

2. Suppose this school system had to stop doing some of the things it now does. Assuming you job would not be affected, what should not be changed? Why?

3. What future do you see for this school system? (Why?)

F. Does This School System Have an Accountability System?

1. If answer is YES, then can you describe its purposes and how it works. In what ways are you involved? How has it affected the people here?

2. If answer is NO, then has this district ever had an accountability system? Can you tell me about it. How did it work, were you involved? How did it affect the people here.

3. If answer is NO to both the above, then what do you understand to be the goals and purposes of an accountability system, what questions do you have about accountability?

   Do you think this school district will ever have an accountability system? Why or why not? (When?) If it were to have an accountability system, could you suggest the effect it would have on you and on others in your school system? (Can the respondent use adjectives to describe this effect.)

Interviewer Note: By "effect" we mean what changes: education, roles, tasks and activities, "routine" changes, structural changes, and then finally burdens on the teachers (or time saving features). "Effect" also suggests changes in a person's emotional outlook towards others and towards his work.

G. Conclusion

1. Thinking back over the things we've talked about, do you think most people here would look at these things the same way you do? Why?

2. I've asked you a lot of questions. Do you have any you'd like to ask me? Do you have any questions about our study? Thank you for your help.